

STATE CAPITOL STATE PARK

Comprehensive Park Plan • 2010



The mission of the Oregon Parks and Recreation Department is to provide and protect outstanding natural, scenic, cultural, historic and recreational sites for the enjoyment and education of present and future generations.

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Title: **State Capitol State Park, Parkwide Plan 2010**

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Table of Contents

01: Plan Introduction and Summary	1
02: History of the Park Site	9
03: Park Context	19
04: Park Assessments	25
05: Park Visitors	39
06: Goals for Park Management	43
07: Interpretation and Way Finding	45
08: Site Improvement Strategies.....	57
09: Operation Park Management Strategies.....	63
10: Appendices	67

Table of Maps and Diagrams

Site Improvement Plan.....	7
Parks and Open Space -- Vision 2020	23
Vegetation Plan	33
Vegetation List.....	35
Existing Honorary Features	37
Site Improvement Plan.....	61



01: Plan Introduction and Summary

Introduction

State Capitol State Park became a new state park in 2008, under ORS 390.111, based on Senate Bill 632. The Oregon Parks and Recreation Department (OPRD) was given the responsibility for managing the new park, which includes three smaller, existing park areas -- Willson Park on the west, Capitol Park to the east and the Capitol Park Mall to the north of the Capitol building.

After passage of Senate Bill 632, OPRD and the Department of Administrative Services began the process of transferring management responsibility for the park. In that interim time OPRD committed to complete a plan that would direct the use, management and improvement of the park into the future.

The overall purpose of this plan is to provide direction to guide the future management of this park, and to communicate that direction to the many agencies and groups that have a vested interest in this park. This will enable future park management to be consistent and will provide a solid basis for management decision-making as is needed.

Some work has already been completed at the park. Prior to the creation of the plan, OPRD completed a number of needed projects including the Tribal Walk of Flags, Fallen Workers' Memorial, Capitol Fountain plantings, pruning overgrown vegetation,

replacing worn out landscaping, returning the fountains to seasonal operation, and adding new signage and seating. At the same time, two new public restroom buildings and a new chlorination and filter system for Wall of Water were constructed by the Department of Administrative Services within the park.

Park Vision

The vision for State Capitol State Park is to provide a park-like setting and memorable experiences for a broad set of visitors, at the seat of state government and within the heart of Salem; and to enhance visitors' experiences by showing them more about the history and purpose of the place.

State Capitol State Park will provide an OPRD State Park experience at the state's Capitol. This includes providing for the qualities one would expect to find at a state park, such as the natural, cultural, scenic and recreational opportunities that park visitors look for, as well as the highest standards of cleanliness, safety and well-maintained facilities.

Park Roles

The park has several distinct roles that overlap with each other. Some of these roles are unusual for a state park, but they reflect the unique location, setting and purpose of this

site. Understanding the roles the park plays for visitors provides a strong basis for forming park management goals, objectives, strategies, concepts and actions.

- **The Seat of State Government**
State Capitol State Park is the home of Oregon's state government. The park's buildings, layout, features, setting and activities have been provided in a way that highlights and connects the central functions of state government with each other and with the citizens of Oregon.
- **An Urban Park**
State Capitol State Park is located in the core of the City of Salem and will

contribute to the network of parks and open spaces in central Salem. This park will invite visitors to play and relax outside and to enjoy the city.

- **A Place to Welcome Diverse Visitors**
A broad set of visitors use the park now, including neighborhood residents, college students and staff from the neighboring Willamette University, nursery school groups, vacationing travelers to the capital and the city of Salem, cyclists and pedestrians who are passing through, people coming to events, nearby office workers, the legislature, the Governor and their staffs.

STATE PARK PLANNING STUDY AREA



- **A Place for Special Events**
The large open space in the center of the mall area of the park, along with the pavement in Court Street, offers space for large events, staging areas for news coverage and public gatherings related to political decisions and processes. This space also serves other support functions related to state government or city services.

What Will the Plan Do?

This document outlines a parkwide management and improvement plan for State Capitol State Park. Based on the vision and roles for the park, the plan provides an understanding of and direction about:

- The park’s history, context, features, spaces and circulation,
- Who the park visitors are and how they would like to experience the park
- Parkwide management goals,
- Park strategies, concepts, themes and “styles” for interpretation, way-finding, open space, plantings, site furniture and other installations; and
- The management of visitors experiences, coordination with partners, and the care and protection of the park.

The park plan links up with the site’s history and with the City of Salem’s plans for the downtown and surrounding area. It attempts to dovetail with plans that have previously been completed for the State Capitol Building and Court Street, the west end of Willson Park, the Department of Transportation Building site, Willamette University and the Department of Administrative Services’ Capitol Mall Area.

The planning process provided a forum for discussing the future of the park with our partners and other interested groups. We worked with a large Stakeholder Group that represented city and state government, the neighborhood, Willamette University and other interest groups. We also reached out to a larger mailing list of technical and

administrative contacts, and to agency program staff, to help to assure that the plan will fit within the needs, parameters and constraints that apply to the park.

In the end, the plan is the vehicle for OPRD to seek agreement with, the state Department of Administrative Services that owns the site, our partners at the City of Salem and city advocacy groups, and with the various state government commissions, committees and boards that oversee state lands in Salem.

The Planning Process

In late 2009, OPRD staff invited a Stakeholders Group to join the planning process. Members were recommended by park management and/or directly requested to be included. They included:

- Department of Administrative Services
- Willamette University
- Go Downtown Salem
- Oregon Capitol Foundation
- Legislative Administration
- Salem Chamber of Commerce
- Salem Keizer Transit
- Can Do Neighborhood
- Salem Public Works
- Salem Planning
- Salem Vision 2020
- Capitol Mall Patrol
- Mission Mill

In January, 2010, the Stakeholder Group met with OPRD and was briefed on the planning project. They were asked to describe what the State Park might mean to them and how it might be improved for all.

A Technical Advisory Group was identified and invited to offer written comments.

They included:

- Department of Transportation Support Services
- Labor & Industries Building
- State Library Building
- Public Services Building

- Department of Administrative Services, Parking
- Salem Landmarks Commission
- Department of Administrative Services, Planning
- Salem horticultural expertise
- Commission for Tribal Services
- Marion County Historical Society
- Travel Salem
- Salem cycling advocacy

Appendix A lists organization and governmental group representation in the Stakeholder and Technical Advisory Groups.

Input was also sought from OPRD program staff including the Interpretative, Heritage Conservation, Bicycle, Planning, Park Operations and the department's Executive Team.

All three groups provided comments on the initial draft plan document in summer 2010. The final draft plan will go before the Capitol Planning Commission and the Capitol Project Review Board in the fall of 2010. A final plan will go before the Oregon Parks and Recreation Commission in 2011, for their approval. OPRD staff also visited with the City of Salem, the Salem Vision 2010 group and other groups regarding the plan, as requested.

The Stakeholder Group, Technical Group and staff comments covered a number of issues, including:

- Understanding who visits the park
- Considering security issues in all aspects of park management and improvement
- Improving city street crossings
- Honoring neighborhood requests to open the view along Center Street
- Including the surrounding city features and attractions in the park's way-finding information, and accommodating city bike routes through the park
- Interpreting the history of the place and the context of the state Capitol

- Creating a process for evaluating requests for installations and remembrances
- Understand what the park means to others, what it should become and what each group desires, and
- Making corrections on place names, dates and references, where needed.

Appendix B outlines the comments received.

Park History, Context, Features, Spaces and Circulation

The park's historic importance, as the "seat of state government" and its position within the center of the city contribute to an understanding of what this place is all about. This document highlights the progression of the site from the earliest concept of the place as a state Capitol site to today. The plan identifies important historic park features and spaces for protection into the future. The plan also describes and discusses the relevance of the park within its central Salem surroundings.

Understanding and preserving the key visual and spatial qualities of the park areas are essential for providing enjoyable visitor experiences of the place. The plan maps and discusses these qualities, to ensure that park improvement proposals will enhance, rather than diminish, that experience.

Park Visitors

An understanding of who uses the park was described by stakeholders and by staff who see the park on a daily basis. Their observations tell us there are currently several types of park visitors, based on how they use the park. The plan aims to identify key user groups and to provide for their needs as is appropriate to the overall use of the park.

Visitor groups include:

- Salem residents relaxing, enjoying the setting and the water features
- Willamette University students and staff, walking to the downtown and relaxing

- Nursery school groups from the YMCA and nearby churches on outings
- Travelers coming to see the state Capitol and/or visiting the city
- Cyclists and pedestrians who are passing through or coming to the park
- People attending a variety of events at the park
- Nearby office workers on breaks or at lunch time
- News organizations covering major legislative actions
- Political groups/individuals speaking and intercepting others
- Teen-agers and young adults hanging out in Willson Park
- People conducting state business or business with a state agency

Goals for Park Management

Based on the vision and roles for the park, visitor needs and park assessments the plan sets out a series of parkwide goals.

1. Manage the park to recognize, respect and reinforce the existing design elements of the three park areas, except for the far west end where changes are appropriate.
2. Manage the park to support all four park roles.
3. Retain and enhance a “park-like” setting that is relaxing and beautiful.
4. Support the needs of a diversity of visitors and their desired experiences
5. Link the state park with neighboring and nearby places, through bike routes, walkways and pedestrian-friendly street crossings
6. Recognize and include elements from overlapping and adjoining plans that fit with the goals of this park
7. Manage the park to be safe yet welcoming, enjoyable and visually open
8. Enhance visitor understanding of the place through interpretation and way-finding
9. Provide clear and consistent strategies for working with our management partners

10. Undertake management practices that are sustainable, feasible and cost effective with the highest standards for cleanliness, condition and appearance

Interpretation and Way-finding Strategies

The Interpretive Chapter of this document includes a special consideration of how to actively improve visitors’ understanding of, and connection to, the park through interpretation, and through improved orientation, also known as “way-finding”.

Interpretive themes and stories about the importance of the site over time have also been identified. The recommended interpretive themes are outlined in this plan. These are the key messages to be communicated. Interpretive stories, and panel and pamphlet wording will be selected and developed to communicate the themes. Media, such as signs, exhibits, publications, etc., and other strategies for delivering the themes and stories to the visitor have been identified, along with a recommended schedule for implementation. Site media will be placed and designed to fit harmoniously into the park-like setting, historic layout and features.

Site Improvement Strategies

Site improvement recommendations are based on a set of strategies that attempt to balance the existing qualities and meaning of the park with the aim of fulfilling the vision for the future of the place. The “parkwide” improvement strategies are summarized here. The following *General Park Plan* map lays out what the park would look like when all of the recommendations are complete. Faint lines show the existing layout and location of features that are proposed to be changed. The Site Improvements Chapter offers the map in a scale that is easier to read. It also offers Vegetation Management Plan and Site Furnishing Strategies.

Parkwide Improvement Strategies

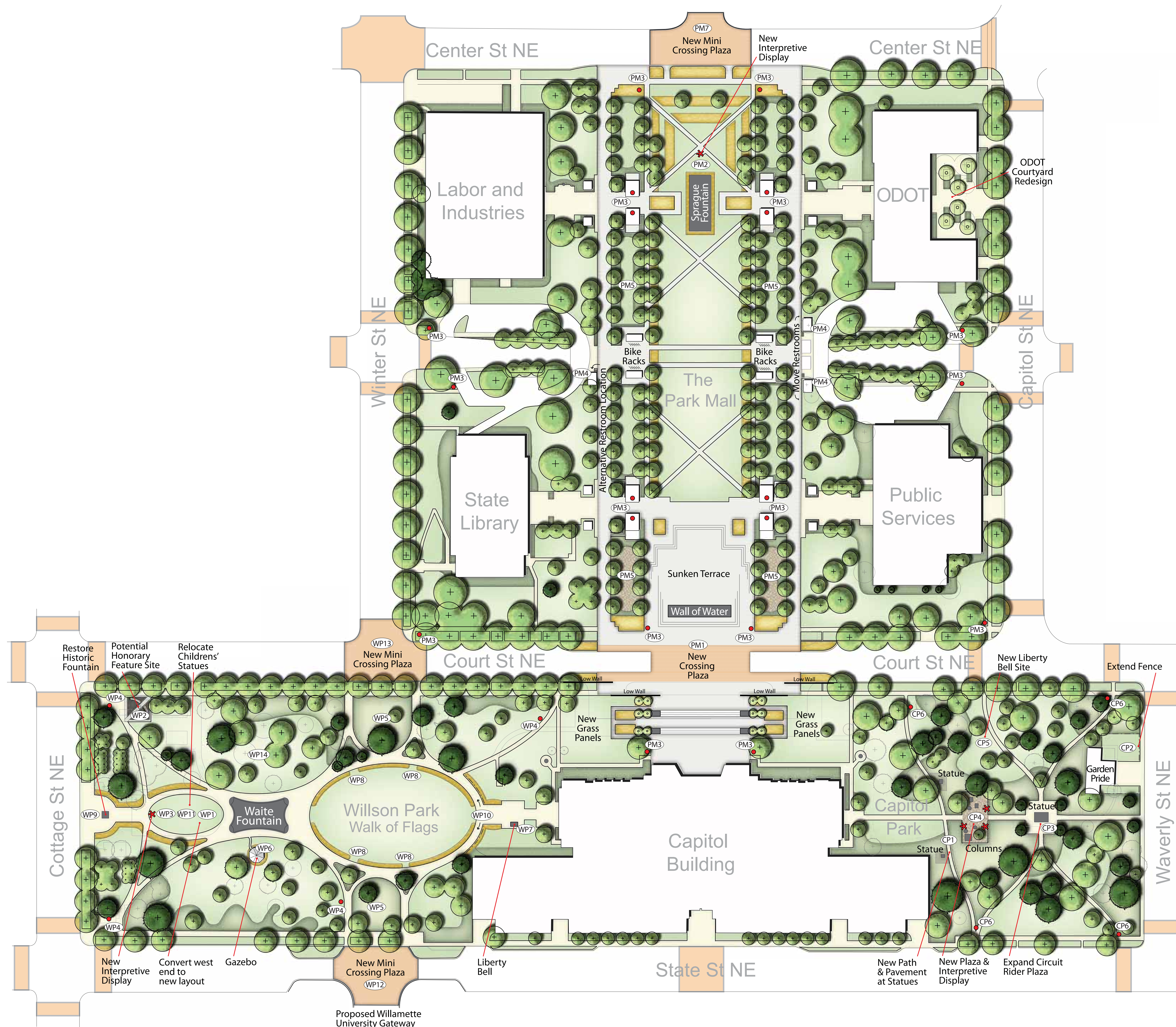
1. Protect the Capitol Mall open space from intruding buildings and other installations as part of the existing design intent for that park area.
2. Protect and enhance the existing layout, landscape design, and historic character of the three park areas within the state park.
3. Provide areas within the park that suit the needs of different user groups, to support visitor diversity and desired experiences.
4. Retain the east/west axial view from the Capitol Building to the Commerce Building and to the Executive Services Building as part of the existing design element for that park area.
5. Fit interpretative information stops and way-finding signs into effective “capture” points in the park, for grabbing the attention of visitors to enhance visitor understanding of the place.
6. Encourage city improvement of pedestrian crossings at street intersections and enhance Winter and Chemeketa Street bike routes through the park to better link the park with its surroundings.
7. Recognize and incorporate plans from: Capitol Building Master Plan, Greenworks Plan for west end of Willson Park, ODOT site plan, Willamette University master plan, City of Salem way-finding strategy and bike routes that match this plan’s goals.
8. Open vegetation where needed to create a more welcoming and safe feeling.
9. Provide spaces for events and gatherings to support desired visitor experiences and the roles of the park.
10. Rehab plantings and add color spots and ground cover. Provide attractive benches, tables, trash cans, lighting and other site furnishings to enliven views and enhance a beautiful, park-like setting.
11. Provide universal access throughout the park to provide for a diversity of visitors and desired visitor experiences

Specific Park Management Strategies

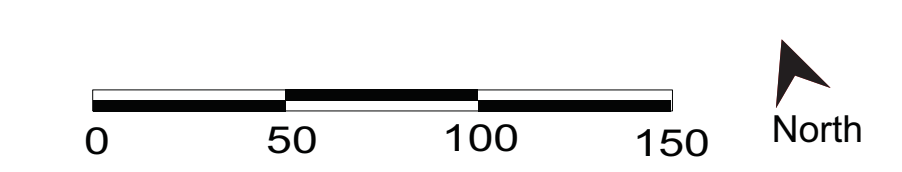
This chapter focuses on specific strategies and actions for implementation at the park. These actions are organized under the following topics.

1. Understandings with management partners
2. Review and installation of approved recognition features and artwork
3. Safety and security
4. Facility use and events
5. Vegetation management
6. Garden Pride Building
7. Visitor services
8. Sustainability

State Capitol State Park Site Improvement Plan



- KEY**
- Interpretation Panels
 - Orientation Signs
 - Other Site Features (Statues, Fountains)
 - Buildings
 - Project Code
 - Paved Plazas
 - Fine Graveled Areas / or Paving
 - Existing Trees
 - New Trees
 - Trees to be Removed
 - Color Spot Planting Beds
 - Groundcover and Shrubs
 - Grass
 - Crossing Areas



Proposed Willamette University Gateway



Above, the 1876 Capitol building (left) and a painting which shows how the first Capitol building of Salem might have looked (right).

This chapter provides a broad understanding of the changing character and function of the “seat of state government”. Understanding the history of the park helps to guide what to protect for the future while integrating site improvements into the park. The elements to protect are described at the end of this chapter. The chapter also provides information to support interpretation so that the public can better understand the meaning of the place. Those stories are described in the interpretive chapter.

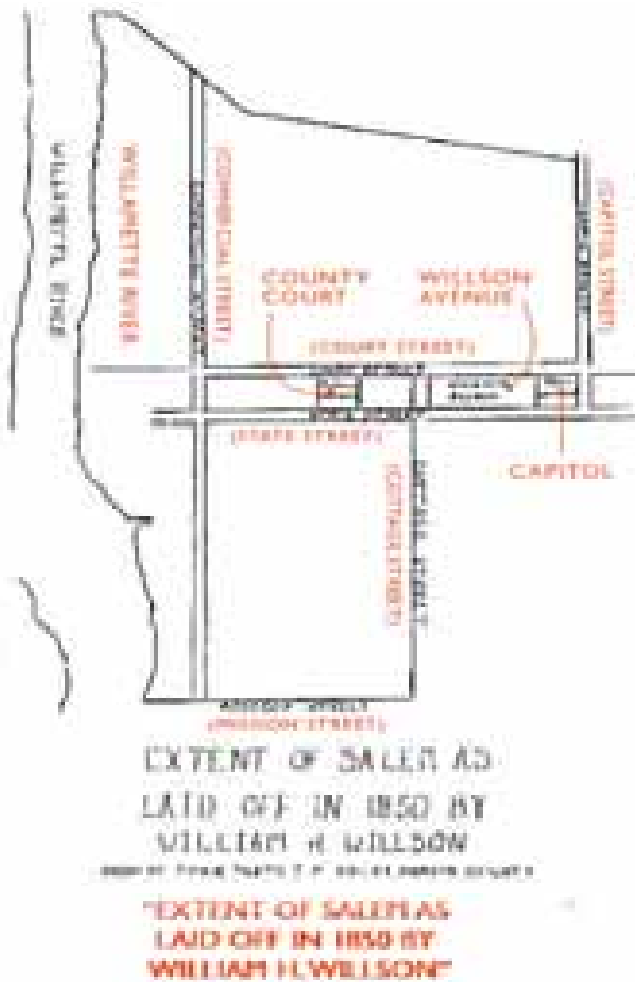
This brief, historical overview is based on several key sources of information, including the Salem Library Historic Photo Collection, Salem History On-line, State Archives photos and maps, and the Oregon State Capitol National Register of Historic Places Nomination.

1846-1935: The First Two Capitols

From the time Oregon was declared a Territory of the United States in 1848, controversy surrounded the naming of Salem as the seat of government. Oregon City, the seat of the Provisional Government, and Corvallis were

rivals. Eventually, the Salem proponents won the political argument. In 1852, Congress confirmed Salem as the Territorial capital. While designation of the capital was disputed by supporters of the contending Willamette Valley settlements, the Territorial Legislature met in Salem, generally, from 1850 onward. (Based on *Salem Online History, Oregon State Capitol and the Capitol Mall.*)

The state Capitol site was a part of the original vision for the City of Salem as early as 1846 when it was laid out by William Willson, a former member of the Methodist Mission and prominent Salem citizen, in his plat. Many of Salem’s most important mid-19th century institutions were located within this plat, including the Methodist Church, Oregon Institute (later Willamette University), county courthouse, post office and Capitol. At the heart of the plat was a three-block-long, open space labeled “Willson Avenue”, with a plot clearly marked for the “Capitol building” at one end and a plot for the “county courthouse” at the other. “Willson Avenue” included three city blocks measuring approximately 300 feet by 1100 feet and was bounded by Court, Church, State and Capitol Streets.



The Willsons donated Block 84, indicated on the plat for the Capitol, to the Territory for the construction of the 1853 Territorial Statehouse, and conveyed the rest of “Willson Avenue” to the City of Salem in 1853, as a city park. At some point, “Willson Avenue” was renamed Willson Park. By 1855 the Statehouse had burned down and it was not until 1876 that construction of the second Capitol began. Between 1854 and 1875 state government and the legislature used various downtown locations for offices and meeting places.

The 1853 Statehouse and the second State Capitol, completed in the early 1890’s, faced west toward the Willamette River. The second Capitol also faced the Marion County Courthouse, constructed in 1873, just west of Church Street. In 1903 a federal post office building was constructed on the west end of “Willson Avenue”. To the east, across Waverly Street from the early Capitols’ site, the Supreme Court Building was completed in 1913, the Agriculture Building (later the Commerce Building) in 1929 and the Justice Building in 1930, creating a tri-building, eastern terminus to the state layout.

Original Plan of Salem (above) by William H. Willson. Below, a lantern slide shows the second Oregon State Capitol constructed in 1876.



Images from the second capitol dome show a changing landscape around the capitol.



Oregon's early Capitols followed conventional patterns for the statehouses of their day. The 1853 building was a simple, rectangular, Greek revival style building. The upper and lower bodies of the legislature were housed on separate floors. This Capitol was described as a two story, wooden building, with a west-side entrance walk from Summer Street, then a dirt road. It was set within open, grassy meadows with very little other surrounding development.

Construction for the second Capitol building began in 1872, but the dome was not completed until the early 1890's. This building located the House and Senate at opposite ends of the main story in a much larger Italian Renaissance Revival style building.

Based on period photos from the Salem Library, the following can be seen: An 1870 photo, shown above left, shows Willson Park with a white board fence surrounding an apparent cow pasture. Young street trees can be seen along Court and State Streets.

Three photos, taken from the dome of the second Capitol between 1894 and 1906, show a progression of park development from a simple, narrow north/south walkway across the park, to a large circular and "x" pattern walk, shown above right, to a strong, central, east-west walk



with a gazebo. The park was filled with dozens of young coniferous and deciduous trees. A 1900-1915 photo, looking east from Cottage Street toward the Capitol, shows the Breyman Fountain in the foreground, and an east-west walkway with curving diagonal walks and a gazebo.

An early aerial photo of the building foundation and stairs of the demolished second Capitol, presumably following the fire, shows Willson Park and the Capitol site grounds as one cohesive layout with east-west walkway and a series of curving, crossing diagonal walkways along it. The original Waite Fountain, installed in 1912, is in place, in this photo, where Winter





The Breyman Fountain near Cottage Street with early Capitol building in background.

Street intersected with the park. A gazebo appears in the middle of the main walkway in Willson Park.

The Breyman Fountain was placed near Cottage Street, in 1904, where it stands today. It is the only remaining historic object from this period in Willson Park. The fountain was a gift to the city from a prominent businessman, Werner Breyman.

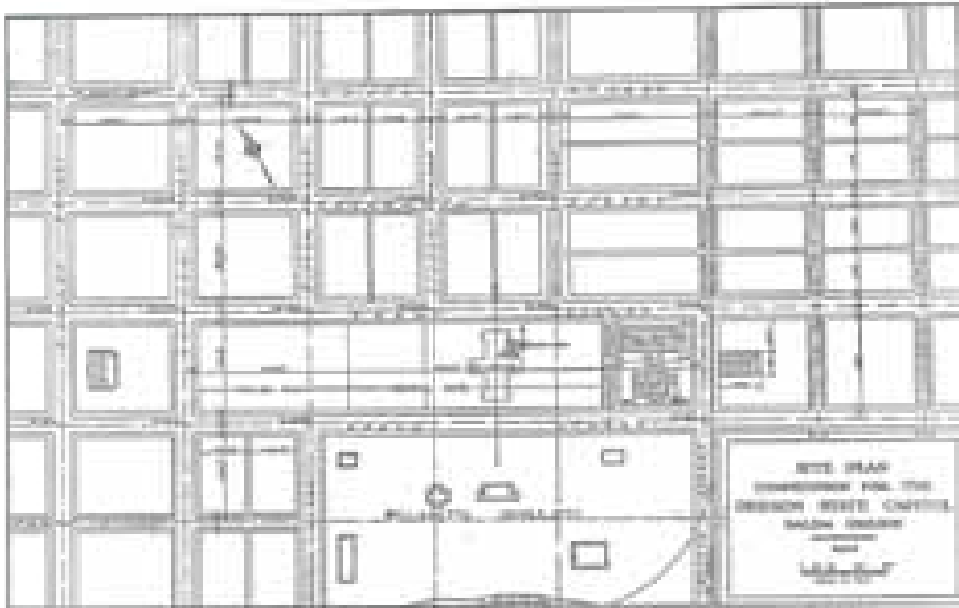
The “Circuit Rider” statue was commissioned by an early State Highway Commissioner as a memorial to his father, a Methodist Episcopal minister who died in 1917. It was completed and installed in 1923 at the west front of the old Statehouse, close to State Street on the south side. (The statue was later moved. See above.)

1935-1938: Construction of the Third Capitol

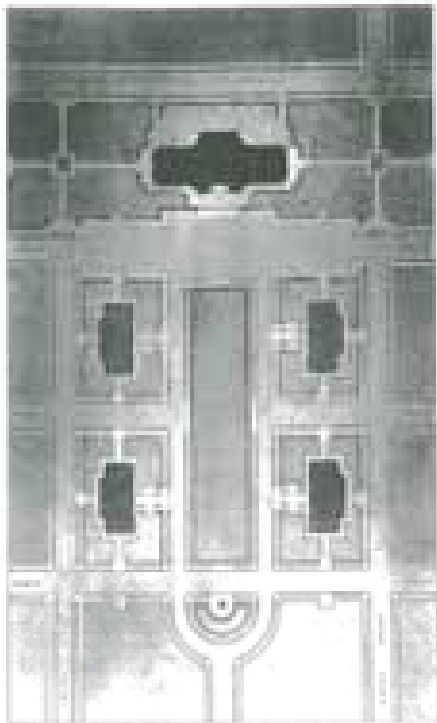
After the second Capitol burned in 1935, the state considered several sites in Salem for a much enlarged building and a new layout and orientation. Bush’s Pasture (later to become a park), Willamette University and Candelaria Heights sites were considered. A fairly detailed concept was worked out for the university site just to the south of the current Capitol site. The concept abandoned the west-facing orientation of the first two Capitols and turned to face north. When it was determined that the university site would not be available, the Capitol Reconstruction Commission, a body convened by the state to design a new Capitol, addressed how they might apply the new concept to the Capitol grounds already owned by the state.

In addition to the north-facing orientation, the Capitol Reconstruction Commission was interested in a new ceremonial approach to the Capitol entrance within a formal grouping of flanking buildings. This approach had become popular for civic buildings during this time. The national Capitol and mall are also based on this style of building and street placement. The City of Salem offered a portion of Willson Park to the state to increase the size of the available Capitol site. The last needed parcel fell into place when the two blocks to the north between Winter and Capitol Streets were pursued for acquisition.

The State Capitol Reconstruction Commission held a national design competition for the third Capitol Building and its site, with a required north-facing entrance and strong interest in the formal mall approach. The winning design was a “stripped-down”, modernistic style, based in classical form that was submitted by the firm of Trowbridge and Livingstone, out of New York. It was constructed in the Depression with funding assistance from the Public Works Administration. The State Library, Public Services and Transportation Buildings were eventually built on the blocks



Conditions existing in 1934 were shown in this site plan included in the program for competition to select an architect for the new capitol. Carl F. Hall, P.A.I.A., serving as technical adviser to the State Capitol Bicentennial Commission, successfully negotiated some property south of Court Street could be acquired and suggested that plans in the competition drawings be developed on a north-south axis.



1937 SITE PLAN FOR THE OREGON STATE CAPITOL COMPETITION

to the north in the same style as the third Capitol. This Capitol was completed in 1938. The State Library Building was completed in 1939. The Public Services Building was constructed in 1950 and the Transportation Building the next year. The post office building across the street from Willson Park was replaced with a modern structure in 1937 that was built in a style similar to that of the third Capitol.

George Otten, the State Highway Department landscape engineer, completed the landscaping plans for the new Capitol mall, working with the architectural firm Trowbridge and Livingstone and the local firm, Whitehouse and Church. Period air photos show the north mall was constructed according to the architects' site plan while Capitol and Willson Parks were kept much as they had been since the second Capitol had burned.

The site was described in the Oregon State Capitol National Register Nomination. The site plan included a central sunken plaza with a grassy terrace and surrounding walkways, across Court Street from the Capitol entrance and south of Chemeketa Street. Low stairways

led down to the sunken plaza and were also used for the approach to the Capitol at its north, east and west entrances. The plaza replaced Summer Street from where it had run north-south between the two residential blocks that had been acquired for the project. East and West Summer Streets were created flanking the plaza, with at-grade, head-in parking along them. This portion of the plan was completed in 1938. Two more blocks, farther to the north were eventually acquired and cleared. East and West Summer Streets were extended one additional block to the north with flanking trees, walks and parking. Chemeketa Street remained, running east-west across the grounds. The intended result was a wide and unimpeded view of the north face of the Capitol from Center Street.

Selection of plant species and their placement in the park was deliberate and intentional, as Elizabeth Potter noted in the Oregon State Capitol National Register Nomination (1988):

“Privet, in fact, was used liberally in the landscape scheme because it could be shaped so easily into cubic borders complementing the building’s geometric volumes. Whereas box hedges were used to line sidewalks and staircases, the foundation plantings eventually introduced were generally native shrubs, such as rhododendrons, azaleas and the State Flower, Oregon grape. The latter carried the precedent of proclaiming State identity from the building to the surrounding landscape. In east and west park areas on either side of the Capitol, areas of lawn are enriched by native conifers and a variety of specimen trees, the former including Douglas fir, spruce, red cedar, and Port Orford cedar; the latter including linden, gingko, horse chestnut and Empress trees. Maples and holly also were staples of the informal landscape plan.”

The current double row of ornamental cherry trees was not a part of the design during this time.

The “Circuit Rider” statue was moved to its current location in Capitol Park where it

After the 1962 Columbus Day storm, the park was redesigned by Lloyd Bond and Associates.



remains as the focal point for that portion of the park. The gazebo was removed to make way for the new Capitol's west entrance.

Changes After the 1930's

The statues of Jason Lee, founder of the Methodist Mission in Oregon, and Dr. John McLoughlin, ranking official at the original Fort Vancouver, were installed in Capitol Park, in 1953, west of "The Circuit Rider", flanking the east-west axis walkway on opposite sides. These statues are duplicates of bronzes installed in the national Capitol in 1952. "The Circuit Rider" was turned 180 degrees to the west to face the two new statues. The statues are joined by a placement of portions of columns from the demolished second Capitol. In the same area of Capitol Park, fragments of the brick columns from the second Capitol were assembled from the rubble of the Statehouse fire in 1935, and were permanently mounted for display.

The 1962 Columbus Day storm had a devastating effect on the trees and Waite Fountain, in Willson Park. There was, reportedly, less damage in Capitol Park, although "The Circuit Rider" was knocked over and had to be reinstalled and repaired. The City of Salem attempted to rehabilitate Willson Park, but within a few years the city deeded the park to the state to become part of the state Capitol grounds, without making much progress. This created the Capitol grounds between Waverly and Cottage Streets.

Storm damage to the park was so extensive that the park was redesigned, rebuilt and largely replanted by the state under contract by Lloyd Bond and Associates. Much of the current layout of walkways, lawn panels and plantings are the result of that plan, except for a few remaining trees. The east-west axis walkway was replaced by a central grass oval, although the westerly view from the Capitol was retained. The original, cylindrical Waite Fountain that once stood along the axis was replaced by a low, modernistic pool and



The Capitol Mall prior to development of the parking garage.

fountain. A new layout of curvilinear walkways was installed throughout most of the park, with geometric exposed aggregate panels at the west end.

Sometime after the Post Office Building was abandoned in 1976, the building was taken over by the state, to become the Executive Services Building. This provided a state building at the western terminus of Willson Park.

In 1982, a new gazebo was installed, in the spirit of the original gazebo that had stood in various locations in Willson Park since before the turn of the century. The Capitol Fountain was installed at the north end of the mall in 1980.

The maintenance and heating/cooling building known as the Garden Pride Building, located at the east end of Capitol Park, is thought to have been constructed in the 1930's or 1940's. It shows up on an early 1950's Sanborn Fire Insurance map, and from its style appears to be from the earlier two decades. The building may be partially constructed from salvaged materials from the second Capitol, but this has not been proven. The building is important to the character of this park area, and as a base for park administration and management.

Capitol Park Mall Redevelopment

The mall between Court and Center Streets was redeveloped for an underground parking garage in 1991. The grassy panel, and East and West Summer Streets were excavated and rebuilt. Trees were removed or moved, except for those that stand within the grounds immediately surrounding the four state office buildings. Capitol Fountain was relocated. The Wall of Water and its paved plaza were installed as part of the new project. The double row of ornamental cherry trees was introduced at this time, on the east and west edges of the mall.

The access to the parking garage was provided by routing Chemeketa Street underground, leaving an unbroken, two-block, formal, grassy mall between Court and Center Streets upon completion.

The plan for landscaping the parking structure surface adhered to the strict bilateral symmetry and the long approach centered on a focal point, the north entrance to the Capitol building.

“The open lawn that was traditional for the long axis of the mall was re-established along with bordering sidewalks and an additional element, diagonal walks to facilitate cross-mall pedestrian traffic. A tree planting scheme was devised for the east and west margins of the mall to frame the vista to the Capitol's

north front. In place of the sunken terrace of lawn, the south half of the south block of the mall adjacent to Court Street was configured as a depressed plaza of unitized pavers. Approximately 150 square feet, the paved plaza is primarily a public gathering space, but, visually, it recreates the function of the original sunken terrace in heightening the vista of the monumental building at close range. It is furnished with a water feature consisting of three staggered rows of colossal straight spouts paralleling the street front. The mall re-landscaping preserves the spirit of the historic axial plan in featuring a central two-block-long green bordered by trees and a forecourt to enhance the front of the Capitol.” Oregon State Capitol National Register Nomination, Elizabeth Potter, 1988.

Recent Additions

After the parking garage construction there have been a few minor additions to the park, including two restroom buildings on the east side of the mall above the Chemeketa Street entrance, that were built and funded by DAS in 2009/2010. The Walk of Flags surrounding the large grass oval and the Tribal Walk of Flags fronting the west steps to the Capitol in Willson Park were installed in the last few years. Several small statues and features have also been installed throughout the park, along with several commemorative trees.

National Register of Historic Places

A portion of the current state park was nominated and admitted to the National Register of Historic Places in 1988. The center of the nomination is the 1938 Capitol. The current Capitol is the only “stripped down classical” Modernistic style Capitol building in the country. The boundary of the nomination encloses 14.5 acres, including the block with the Capitol with its parks on the east and west, and the south half of the mall, roughly between Chemeketa Street and Court Street. The third Capitol site includes the former location of

Oregon's first two Capitols, commemorative works of art and landscape characteristics that contribute to the significance of the property. The area also includes the remaining portion of the original, public open space, known as "Willson Avenue" that was depicted on the 1846 town plat.

The historic period of significance for the nomination covers the four years of the current Capitol's planning, design and construction, 1935-1938. The north plaza is the key landscape element for the north-facing Capitol. The external grand stairway, with its free-standing bas-relief panels or stelae, are also important contributing elements to the nomination.

"In addition to the Capitol Building, several related landscape elements are counted as separately contributing features of the nominated area. These are as follows:

- 1) the set of colossal sculptural stelae commemorating the Lewis and Clark Expedition and Oregon Trail migrations carved by Leo Friedlander and situated at the base of the Capitol's front steps,
- 2) the north plaza, or sunken terrace opposite the front of the Capitol, including street rights of way on east, south and west sides comprising a total of 3.42 acres,
- 3) the Capitol grounds, an area of 11.07 acres containing the last vestige of historic Willson Park remaining in public open space,
- 4) "The Circuit Rider," an heroic bronze equestrian statute produced by noted American sculptor Alexander Phimister Procter which has been associated with the Capitol site since its installation there in 1923, and
- 5) the Breyman Fountain, a memorial to pioneers erected in 1904 on the west axis which led to the front of the old Statehouse.

Other objects in the Capitol Park area important in the Capitol's history are the statues of Dr. John McLoughlin and the Reverend Jason Lee which are duplicates of bronzes in Statuary Hall in the nation's Capitol, and a grouping of column sections from the old Statehouse of 1876. However, because these features represent commemorative activities, post-dating the historic period of significance chosen for this nomination, they are not counted as contributing features at present. Their significance is nonetheless verified by inclusion in the discussion." Elizabeth Potter, Oregon State Capitol National Register Nomination. 1988.

Conclusions

This brief historic overview has led to a few important conclusions about which features and areas of the park should be protected for the future.

1. First, the Capitol block with its east-west axis (including the sites of the first two Capitols and the original Willson Park) and the mall with its north-south axis represent the full extent of the Capitol history at this site. The open spaces and axes associated with these areas should be protected from intruding, large scale installations, (including tree placement) especially anything that might overpower the views of the Capitol along the axes. The open space of the north plaza and grassy panels, and the flanking East and West Summer Streets should also remain.
2. To preserve the historic character of Capitol Park with its leafy canopy, some remaining trees from prior to the third Capitol, early walkway layout and "The Circuit Rider" should remain, allowing only minor changes that are compatible with that character. This is the site of the first two Capitols. The column remnants sit very near the location of the first two Capitols, making their setting a prime spot for telling the story

- of those earlier buildings. The site of the statues of Lee and McLoughlin is also relevant for the interpretation of periods earlier than that of the current Capitol Building.
3. The current character of Willson Park, based on a design and construction from the 1960's, is about 50 years old now, is relatively intact and should be largely retained. The current layout continues to preserve an east-west visual axis that connects the current Capitol with original Breyman Fountain and a view to the west. Changes at the far west end are appropriate to better accommodate present day use and circulation, as indicated in the Greenworks Plan.
 4. The grand, north Capitol stairway and its free-standing carved marble walls are important to retain as key historic site features that are distinct from the building itself. Proposals to rebuild the north stairway should retain the original stairway intent and the original carved walls.
 5. Some trees apparently still exist within the park from early periods. Although it is impossible to keep trees forever, it would be helpful for interpretation to better understand which trees these may be. Once identified, some of these trees might be given extra attention and special measures for protection and longevity. Some may be eligible for heritage tree status and this should be considered.
 6. To retain the historic character that is unique to each of the three park areas, the arboretum-like collection of plantings in Capitol Park from an early period, and in Willson Park from the 1960's with some remaining older trees, should continue as the basis for future plantings and plant replacement. The more formal, geometric plantings on the mall should also continue, although from a much more recent period. The Capitol Fountain and Wall of Water Fountain have become "new traditions" that have great popularity and add a lot to the liveliness and beauty of the mall and should be retained.
 7. The Garden Pride Building is not likely to be historically important, but is important to the visual character of that part of the park. Vinyl windows could be replaced with more appropriate wooden windows, and any portions of the building that hail from the 1930's and 1940's could be identified and retained, if possible. When considering future changes to the building, how those changes might affect the visual character and remaining earlier elements should be examined.
 8. Although a gazebo has stood in various spots within Willson Park, it is not essential to the historic character of this park area. Retaining it, or moving it to another site in Willson Park would be acceptable given this history.



03: Park Context

Location in the City

The original location for the state Capitol was selected on a low rise, looking to the west to the Willamette River, not far from the other early settlements and institutions of the day. The city has grown up around the Capitol site. It is still an important part of the center of Salem, benefiting from and contributing to surrounding buildings, parks and activities. (See map at end of the chapter.)

The State Park is situated to the east of the downtown hub, and north of Willamette University, Mission Mill, Bush's Pasture Park and the hospital grounds. Church Street, to the west of the park, is aptly named with four major churches including the historic Methodist Church. Several other major churches dot the city center. The popular Saturday Market is held on state parking lots to the north of the park. Several state buildings line Summer Street to the north of the park. All of these places offer opportunities of interest for visiting the park.

Residential neighborhoods surround and support the park to the east and north, beyond the extensive campus of state government buildings. The historic South Central and Fairmont neighborhoods lie to the south beyond the university and hospital. These neighborhoods look to the park as part of their

route to work, walking and biking, and a place to relax and recreate.

State and Center Streets are the major eastbound arterials and Marion Street is the westbound, in the area of the park. 12th and 13th Streets are the major north/south arterials. The state highway is a couple of blocks to the south and several blocks to the west, connecting the city center to the coast, Portland and the rest of the Willamette Valley.

The Park and Open Space Network

This part of Salem is rich in parks, open space and riparian corridors for recreation and habitat. State Capitol State Park becomes the easternmost element of that network and is the jumping off point for boulevard connections farther to the east and north.

To the south, Bush's Pasture Park frames the city center network of parks. The grounds of Willamette University and the hospital offer pleasant, public, open spaces for cycling and walking, and connect the city center with the residential districts beyond. The redevelopment of the State School for the Blind will hopefully contribute even more open space and will allow access along the creek.

To the west, the Mill Race links the southern areas by trail to City Hall Park and will soon continue under Liberty Street to Riverfront Park through the redevelopment of the Boise Cascade complex. Riverfront Park frames the park network on the west side of city center. In the next few years, a bike/pedestrian bridge is planned to connect Riverfront Park across the slough to Minto-Brown Park with its many miles of cycling, mountain biking and walking paths.

Existing Salem bike routes converge on State Capitol State Park from the north via Winter and Summer Streets, from the east and west via Chemeketa Street and from the south via Winter Street. These routes and others provide leafy, attractive avenues for pedestrians out for exercise, trips to shop and eat out, and getting to and from work each day. The State Park becomes a crossroads, of a sort, for the cycling and pedestrian routes in this part of downtown.

The State Park Can Dovetail with Surrounding Plans

Salem is also rich in plans for improving other sectors of the city center area, and for linking them with the State Park and related state complex.

- **Salem’s Vision 2020, Ongoing**
This is a multi-partnership effort to enliven the downtown and to improve the experience for visitors and shoppers to the city center through events, street furnishings and signs, gathering spaces and making better connections. The partnership has made great strides toward that goal in the last couple of years. One of the goals they have is to better connect the downtown with the river, the neighborhoods and with nearby and adjacent parks and open space. They are looking for strong connections between the State Park and the city’s bike and walking

routes, along with better orientation and support amenities like bike racks and signs. They want to improve the routes through and around the State Park. OPRD is working toward those ends.

- **State Capitol Master Plan, 2009**
A new master plan for the expansion and retrofit of the Capitol Building was released recently by the State of Oregon. This work determined that building expansion would not result in an extended footprint on the State Park site, but rather would be contained underground and within other spaces in the building. The underground rehabilitation work would occur at the north entrance to the Capitol, and would include a reworking of the stairway, drop off zone, and Court Street pavement and cross-section. These proposals appear to be consistent with the historic elements and design intent for the Capitol Mall and the State Park, and could greatly improve the visual and pedestrian connection between the building and the mall. Our Parkwide Plan recognizes and includes those proposals as good guidance for the future. The City of Salem is interested in installing curb extensions and stamped concrete at key pedestrian crossings.
- **Willamette University Master Plan**
The university is interested in the creation of some type of campus “gateway” improvement at Winter Street’s intersection with State Street. This happens to also be the city bike route and a popular walking route for commuting workers to the state campus. There is an opportunity to change that intersection to support cycling and walking, and to also be a gateway from the south into the State Park. Some type of “mini-crossing plaza” with special paving and a narrowed cross-section could be explored with the university and city. This

is one of the street crossings for which the city is interested in providing curb extensions.

- **City Bike Routes Planning**

The Winter Street bike route enters the State Park at the intersection of Winter and Court Streets, just to the opposite side of the park from the proposed Willamette University gateway. The Winter and Court Street intersection could have the same kind of surface and cross-section treatments as might be done at the Winter and State Street intersections, complimenting each other, and conforming with the design intent of the Capitol's north plaza extension.

The Chemeketa Street bike route runs across the State Park, as the street itself drops underground. As was pointed out by the neighborhood representative, the current route through the park is hampered by the placement of two new restroom buildings that visually block the view from the neighborhood to the downtown through the park. This also creates sight distance problems and near collisions between cyclists and pedestrians who cannot see each other very well. Moving the restrooms back, potentially with one on the other side of the park, would resolve both of these problems; or cyclists could be safely routed around the buildings with changes to the pavement and plantings.

- **Capitol Mall Area Plan, 1992**

The state's Department of Administrative Services (DAS) oversees the completion of plans for each of the major state building campuses in Salem, under the guidance of the Capitol Planning Commission. Their Capitol Mall Area Plan pertains to the new State Park, and the OPRD plan for the park needs to be consistent with the goals, building criteria and development policies

outlined in the Area Plan. The following are paraphrased excerpts from the Capitol Mall Area Plan.

The responsibility for the planning and reconstruction of the Capitol was assigned to the State Capitol Reconstruction Commission in 1935 after the second statehouse was destroyed by fire. Later, to guide the growth of additional state buildings in the mall area, the Capitol Planning Commission was established in 1949. The Commission was given authority to approve the design and development of all state lands in Salem in 1973, and their role was more clearly defined and their responsibilities were renewed, in 2009.

The Commission is charged with establishing and implementing development plans and standards for state properties in Salem, and with approving all building proposals for compliance. The goals, standards and criteria in the Area Plan pertain largely to proposals for the placement of new buildings, rather than to small scale elements, such as landscaping, site furnishings, walkway layout and lighting. Here are some of the goals that are relevant to the State Park:

1. Preserve and enhance the Capitol Mall as the symbolic and functional center of the legislative, judicial and executive branches of state government.
2. Encourage planned development of the Capitol Mall.
3. Preserve and maintain areas of the natural environment that are unique to the Mall's setting.
4. Preserve those features that are special and unique to the Capitol Mall while being responsive to changing needs and conditions.

5. Preserve and maintain the traditional relationship and architectural character of historic buildings and grounds that define the Formal Capitol Mall.
6. Provide conservation and development guidelines for the orderly and efficient use of the Capitol Mall area.
7. Encourage compatible relations of the Capitol Mall with the surrounding community while maintaining its identity as a significant place.
8. Provide a balanced transportation system in the Capitol Mall area in cooperation with state, city and regional transportation planning agencies.
9. Achieve an environment that is attractive and responsive to the basic needs of all the people who will use the Capitol Mall.
10. Provide a basis for coordination of state government with the City of Salem, neighborhood groups, Salem Area Mass Transit District and other public and private entities affected by Capitol Mall development.

All future development in the Formal Mall should recognize, respect, and reinforce the existing design elements of the Mall and associated parks. The Formal Mall includes the executive, legislative and judicial branches of government housed in the Capitol, Executive, Supreme Court, Justice, State Library, Public Services, Transportation, Labor and Industries Buildings, the two-block-long Mall Plaza and Green, and the parks east and west of the Capitol Building. The Commerce Building (originally the Agriculture Building) is a significant feature of the building group clustered around the Mall, and its west entry is on a straight axial alignment with the original east door of the Capitol Building.

This Formal Mall highlights the importance of good pedestrian and visual connections between the State Park and the Justice/Supreme Court buildings, and a visual connection to the Commerce Building, to the east across Waverly and 12th Streets; and to the Executive Building to the west across Cottage Street.

Previous development within the Capitol Mall has established organizational patterns which are based on the historic plan for the Mall. The primary north/south and east/west axes which intersect at the center of the Capitol Building have been the basis for development of buildings, places and features within the Mall. New development has the responsibility to clarify and reinforce the primary organizational structure while also being responsive to the individual needs and conditions of the State Park plan. Balance, cohesiveness and order were the intentions of the original architect and these are the continuing architectural and landscaping foundations the Capitol Mall area should be based on.

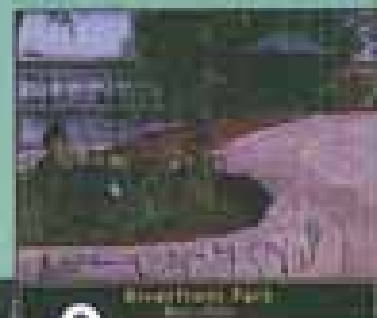
There must be a continuity of design elements for landscaping, signage, paving and street accessories. Consistency of color, materials and detail can unite dissimilar elements within the Mall and with interconnecting streets.

Recognized landmarks or features include: Willson Park, Capitol Park, the mall plaza, Capitol Fountain, War Memorial Plaque, Liberty Bell Replica, three statues in Capitol Park, and the marble stelae and steps and landings on the Capitol's north, east and west sides.

- Trails -
- Paths and Routes -



1



2



3



4



5

Parks and Open Space
Vision 2020



Park	Walking Way	Bicycle Way
Open Space	Riverfront	Green Space
Water Feature	Walking Way	Bicycle Way

Scale: 0 200 400 600 800 Feet

St. Louis

- Parks -
- Open Space -



A



B



C



D



E



F



04: Park Assessments

Various aspects of State Capitol State Park have been identified and analyzed to better understand the opportunities and constraints for improvements to the park. This has included:

- Circulation
- Views
- Historic spaces and features
- Gathering spaces
- Infrastructure
- Vegetation
- Honorary features or remembrances

Map diagrams that illustrate each of the analyses are found at the end of this chapter.

Circulation

Street layout surrounding and passing through the park offer drivers great views of the park especially from the major east-west streets. Major arterials run east/west adjacent to the north and south boundaries of the park on Center and State Streets. The major north/south arterials are a few blocks away. This allows for easy vehicular access to the site and enjoyment of it in passing, while keeping the noise, fumes and congestion on the fringes. Court Street currently runs west, while State and Center run only east. According to the City of Salem public works, Court Street is not nearly as heavily travelled as State and Center,

causing a lesser impact on park enjoyment. It is a three lane street, however, and can be intimidating to cross for pedestrians and cyclists. Winter, Capitol and Waverly Streets are relatively little travelled by vehicles. Since Chemeketa Street passes under the park, it has a fairly light impact on park use, as well. It is a two way, two lane street that is easily crossed at Winter and Capitol Streets. Summer Street, a major arterial from the north, dead ends at the north boundary of the park at Center Street. The intersection of Summer and Center is a difficult and intimidating crossing for pedestrians and cyclists. East and West Summer Streets are reserved for service and emergency vehicles only, and end up serving as significant additional walkways for pedestrians and cyclists. The main north/south arterials are 12th and 13th Streets, to the east.

The Capitol Master Plan shows Court Street as a narrowed street that merges into a pedestrian plaza across the center of the street. All of the parking and the drop off loop from the north entrance would be removed. OPRD supports this plan. Bus drop off and parking could be considered along Waverly Street.

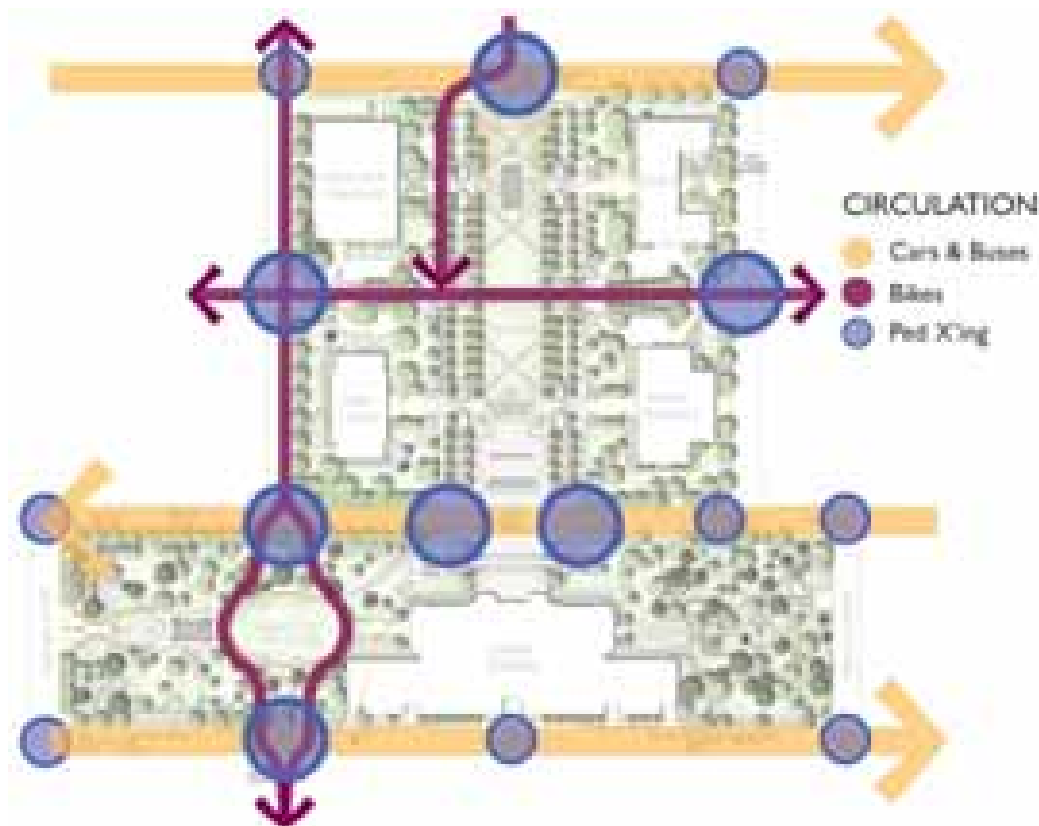
The park is better seen by bike or on foot. Salem has three bike routes that intersect the park. The Winter Street route runs along the west side of the mall block and then across

Willson Park, veering around the central oval to reach the intersection with State Street, before continuing through the Willamette University campus. The intersection of the bike route with State Street can be intimidating to cross. The Chemeketa Street route is the east/west route. One third of its traffic is reported to be bicycles, making it a major bike route, indeed. This route is currently partially blocked by the placement of the new restroom buildings. Moving them back, or routing bikes around them, would solve this problem. The Summer Street route enters the park from the north along West Summer Street and intersects with the Chemeketa Street route, and then with the Winter Street route. These routes meet where there is plenty of space for turning and interaction.

There are four major bike/pedestrian crossing areas associated with the park that could benefit from traffic calming to improve the

crossing experience and increase safety for all. The foremost is the crossings at West/East Summer Streets and Court Street. Others include the Winter Street bike route and State Street, Winter Street bike route and Court Street, and Summer and Center Streets. Each of these intersections could be narrowed and repaved with pavers or other surfacing that can alert drivers to the potential for and right-of-way of pedestrians and bikes. Other crossings could be improved by changing the surface paving material within the cross walks and potentially including extensions of the curb at the crossings.

Within the park pedestrians take many routes for various purposes. None of this use is congested, except during events. All approach the park at street crossings, from the underground parking garage or from parking on the north side of the Capitol.





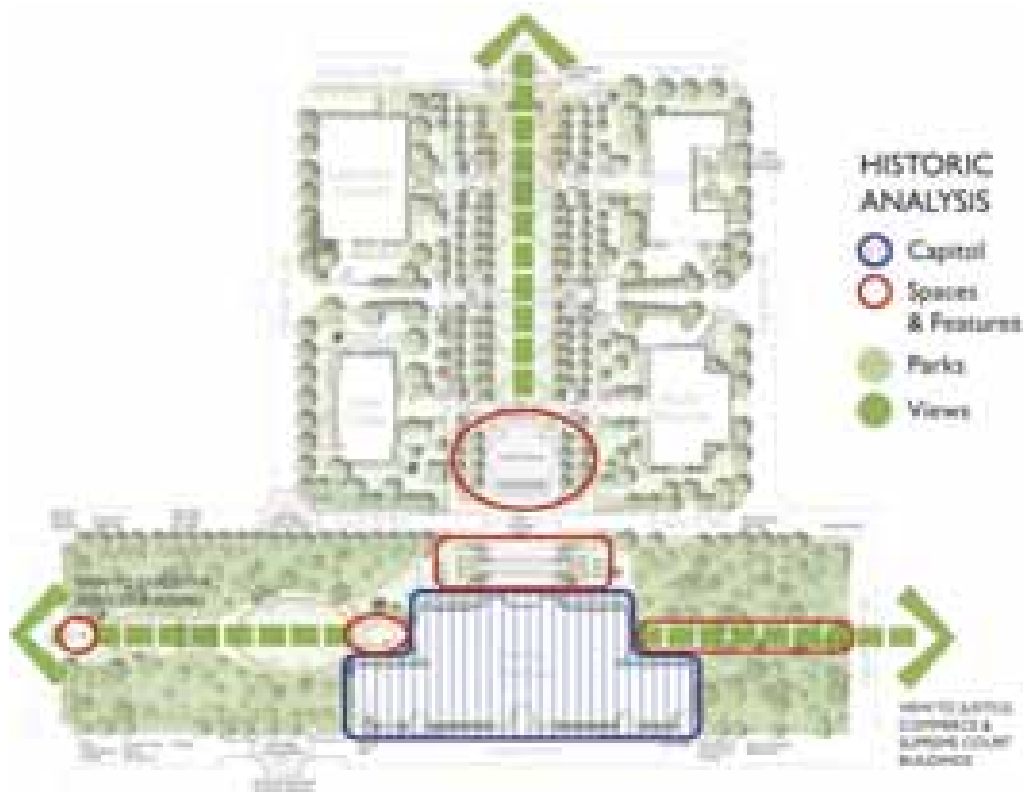
Views

There are basically three levels of important views at the park. The first is the major north/south view along the Park Mall, looking to and from the Capitol. This view is enhanced by the openness of the mall, and uniform rows of cherry trees. There is no terminus at Summer Street currently. In the future a new state building will be erected on the corner opposite the Revenue Building and may have a bank of cherry trees to match those on the mall. Even with this new building, the view will continue up Summer Street. Street trees and broad, comfortable sidewalks on Summer Street, as it passes through the north mall of the state campus, will enhance that view.

The second level of views is the two east/west axes looking to and from the Capitol. These are historic axes and views that originated with the first and second Capitols. In Capitol Park the view is emphasized by the straight east/west walkway through the center of the park, and centering on the east door of the Capitol. Looking east, the view from the Capitol historically ran between the Supreme Court and Justice Buildings and centered on the Commerce Building. Enhancing the

pedestrian space between the Supreme Court and Justice Buildings would support and enhance this view. Keeping the view open to the Commerce Building is important. In Willson Park the view is mainly through a large, sunny open space with flanking walks. Historically this view was centered on the courthouse, and later intervening post office which eventually was replaced by the state Executive Services Building. It is important to keep this view open.

The third level of key views is along the two major bike routes through the park. The view along the Chemeketa Street route is currently obscured by the new restroom buildings. Moving them back would open up the view. The Winter Street route through Willson Park is visually obscured by dense, broadleaf and deciduous shrubbery, making the route unclear for first-time-users and resulting in near collisions with pedestrians and other cyclists as they negotiate the multiple intersections around the central oval. Opening up the shrubbery, even partially, and moving the plantings back somewhat from the walkways will improve this situation tremendously.



Historic Analysis

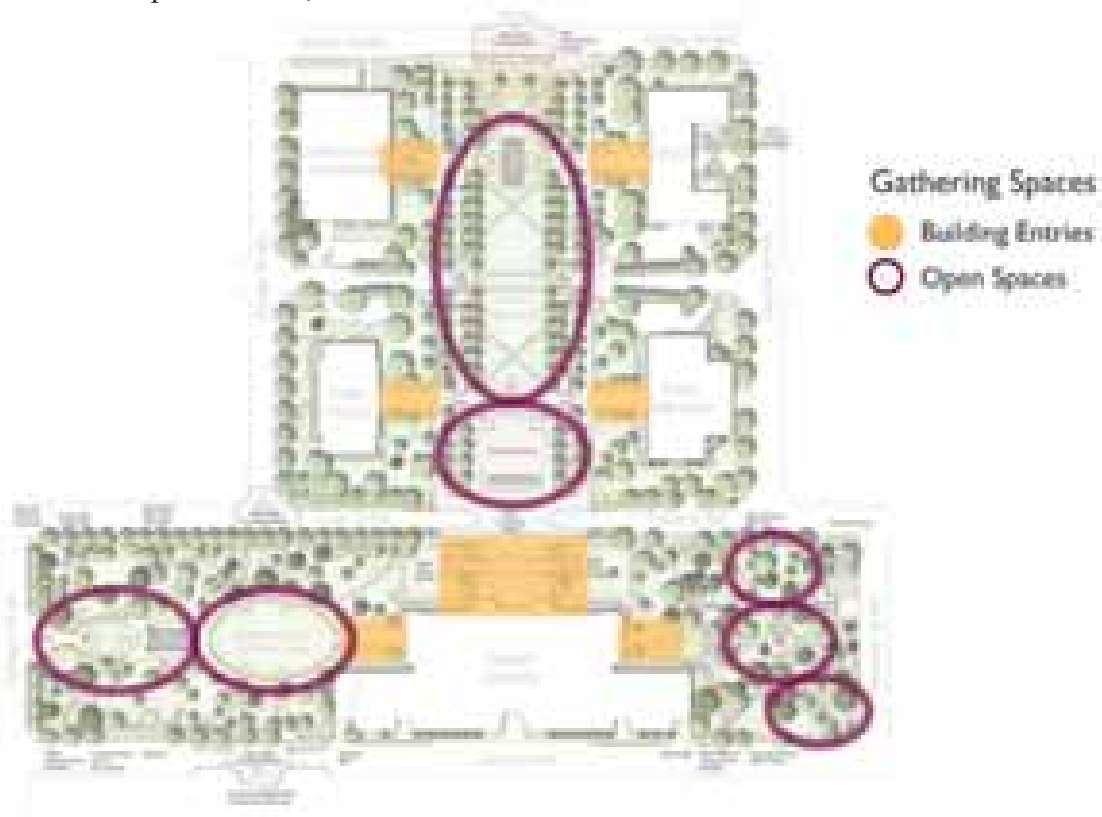
The Park History gives us a good basis for this analysis. The most important historic feature in the park is, of course, the Capitol itself, with its north/south and east/west views along central axes. The north-facing axis is predominant in size and effect, and because it relates to the front entrance of the current Capitol building. The east/west axes are secondary today, but were historically primary, especially on the west side of the Capitols. These axes and their views through open space, all three, need to be preserved into the future. Willson Park, the original park in Salem and original open space associated with the original Capitol, should continue to be managed primarily as an open space park with an arboretum-style collection of trees and shrubs. Within Willson Park, the Breyman Fountain is the only remaining artifact from the second Capitol and should be protected and restored. Some trees that are overly crowded, degraded or malformed, or which shade out undergrowth could be selectively removed.

Most of the current pathway layout should be retained, as per the Lloyd Bond design in the 1960's, although the western end of this layout does not work well for park users as it chops up the space and blocks the views with the small scale rectangles of trees. This area could be redone to match the sweeping pathways in the majority of the park. Capitol Park with its leafy canopy and arboretum-style collection of many tree species has some trees from an earlier era. The trees have grown up in a crowded condition in some areas and would benefit from selective thinning to encourage an attractive form into the future, especially among the Douglas firs. The three statues should be protected for the future. There is no known reason to move them from their current positions. In the Park Mall, the sunken terrace, the north Capitol stairway and its marble sculptures, and the east and west stairways should also be protected. The Garden Pride building should be retained, and continue to be used for park administration and operation, with elements of its character preserved.

Gathering Spaces

There are a series of important gathering spaces in the park that should be recognized and preserved that could impair their use and enjoyment.

- The most intensive gathering space is the north entrance stairway and drop off area for the Capitol. It is the scene of legislative, educational and tour events throughout the year, climaxing during the legislative session. This space could benefit from improved universal access and pedestrian crossing of Court Street. Parking at the drop off area mars the potential beauty and function of this space for gathering. Parking should be moved out and replaced with plaza paving. At times, this space is extended into Court Street by temporary closure of Court Street to motorized vehicles for events.
- The companion space to the Capitol stair plaza, just across Court Street to the north, is the sunken terrace with the Wall of Water. This space is used, with or without the temporary closure of Court Street, for events of all kinds including tents and other support equipment for large events. The space is extremely popular in warm weather when the Wall of Water is operating. The area could benefit from turning the adjacent portion of Court Street into a plaza that is visually continuous with terrace paving and can be closed to traffic for events. It could also use more support amenities such as tables and benches, perhaps to be located within the adjacent garden alcoves. A few vendors could be accommodated along the corners of this space.
- The grassy mall with Capitol Fountain on the north and the six flanking shady garden alcoves can also be used for events and event overflow, but are more often used by park visitors during walks, lunches and tours. It is important to preserve the mall and the alcoves for these uses and for the view of the Capitol. Some of the alcoves could have tables with seating installed for public use.



- Willson Park has two main gathering spaces. The first is the Walk of Flags oval that is used by school groups from the nearby nursery schools. This space needs to be kept open for views and free play. The other gathering space is the west end of the park between Waite Fountain, the gazebo and the historic fountain. This space could benefit from some better spatial definition and routing of walkways. Greenworks landscape architectural firm completed a plan for this area for just this purpose in 2007. Our Parkwide Plan should recognize and incorporate the Greenworks recommendations. This area also presents the opportunity for creating a “children’s sculpture garden” populated by interactive art for children to play on such as the *Parade of Animals* and *The Beaver Family*, once these are relocated. (Parade of Animals is currently located just to the west of the Waite Fountain and The Beaver Family is located just to the north of the center of the oval.) The open space to the south is used by teenagers and young adults, centering on the gazebo, who are sometimes seen as disruptive and intimidating. Improving the adjacent open space should support positive park uses in this area, and attract more families and walkers.
- Capitol Park has three gathering areas within the trees. The foremost centers on “The Circuit Rider” statue, its accompanying statues of Lee and McLouglin and remnants of the columns from the second Capitol. The space is intimate, but somewhat disjointed. It needs to be opened up somewhat through careful pruning or removal of shrubbery, better defined by the placement of ground covers and united by pathways to link the elements better. Two other gathering spaces, to the north and south, are used by individuals and small groups lunching and relaxing on the many scattered benches

under the trees. Occasionally, groups use these areas for barbecues and office gatherings. Ground cover plantings and some selective tree removal could enhance the use of these spaces. The area around the Garden Pride maintenance building should be planted to screen some parts of the building, like the shop yard area, from view and highlight others, such as a public entrance, on the west side.

- The final gathering spaces are the two secondary stairways and landings at the east and west ends of the Capitol, the small entrance plazas of each of the four state buildings on the mall, and the ODOT entrance court on Capitol Street. These spaces should continue to be defined mostly by open pavement backed by surrounding low to moderate height shrubbery. Benches should be placed here for workers without interfering with the main access to each of the buildings.

Infrastructure Constraints

Two areas of major infrastructure constraint need to be mentioned. The first is the unique structural and utility-related constraints of the underground parking garage below the Mall. Any major changes to the trees, pavement or structures will need to be compatible with the limitations of this infrastructure. It must be noted that the trees over the parking garage have limited soil depth and are restricted to shallow root systems, making them more susceptible to wind-throw, disease, soil surface impacts and other stresses. The second is the area proposed for the Capitol to improve its seismic stability and HVAC system, by opening up the north entrance stairway and completely rebuilding it. Care should be taken in replacing the stairway so it functions and looks much as it does now, with improved universal access and protection of the magnolia trees and marble stelae.

Vegetation

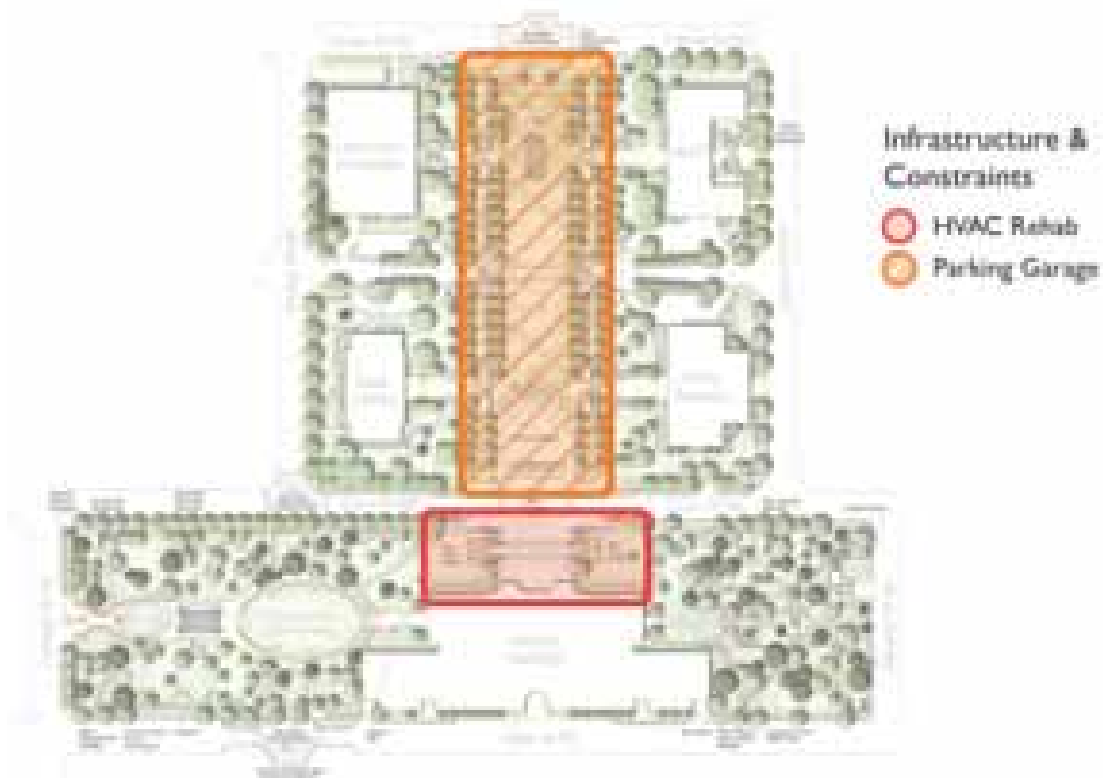
State Capitol State Park is not a typical state park in that all of the trees, shrubs, flowers, ground cover and grass have been planted at some time, rather than occurring naturally as part of a native habitat. This makes the park unique, but by no means less interesting or beautiful. Staff have completed an inventory of the tree locations and species in the park, to be used as a basis for determining which trees need to be pruned or removed, which older trees need special attention and where some new trees might be planted. The attached map shows trees to be retained in dark lines, and trees proposed to be removed in light lines and the locations of a few new trees.

The park has 76 different species of trees, showing the modern day park to be as much or more of an arboretum than the original parks were. This tradition and planting approach should continue. However, each of the three park areas has a very different character in the trees they contain and how they are arranged. The Park Mall is planted in straight-lines, using bilaterally symmetrical geometry with

an emphasis on the single species of flowering cherry cultivar (*Prunus yedoensis* 'Akebono') with their understory of various flowering shrubs and broadleaf evergreens. The open lawn in the mall should continue outside of the treed areas and flower beds, except for a few garden alcoves that might be graveled or paved.

Willson Park's character is more curvilinear with rounded, open spaces of grass down the center, flanked by large specimen shade and coniferous trees with little understory, allowing visitors to wander about. Many secondary flowering trees are found among the larger trees offering seasonal interest and helping to screen the park from the adjacent busy street. Some areas of shrubbery have become thick and heavy, in contrast to the openness of the rest of the site, and should be thinned out and opened up.

Capitol Park's character is shadier, with more shrubbery and small trees creating smaller, more intimate areas among the trees. Some



of these areas are so shady that little grows. Some trees are crowded together. These areas could benefit from pruning, limbing up and selected tree removal that keeps the diversity of species intact and brings a bit more sunshine into the spaces. Shade-loving ground covers could be planted as well. Some of the oldest trees remain in this park and could benefit from as much care as is feasible to keep them around as testament to the past. Finally, many trees are located on the grounds of the four state office buildings on the mall block. Most are attractive and some not so attractive. Selective removal and replacement of those that don't enhance the area is recommended. Foundation plantings around the Capitol and these buildings should continue to be based on the classic, formal approach in form and species selection.

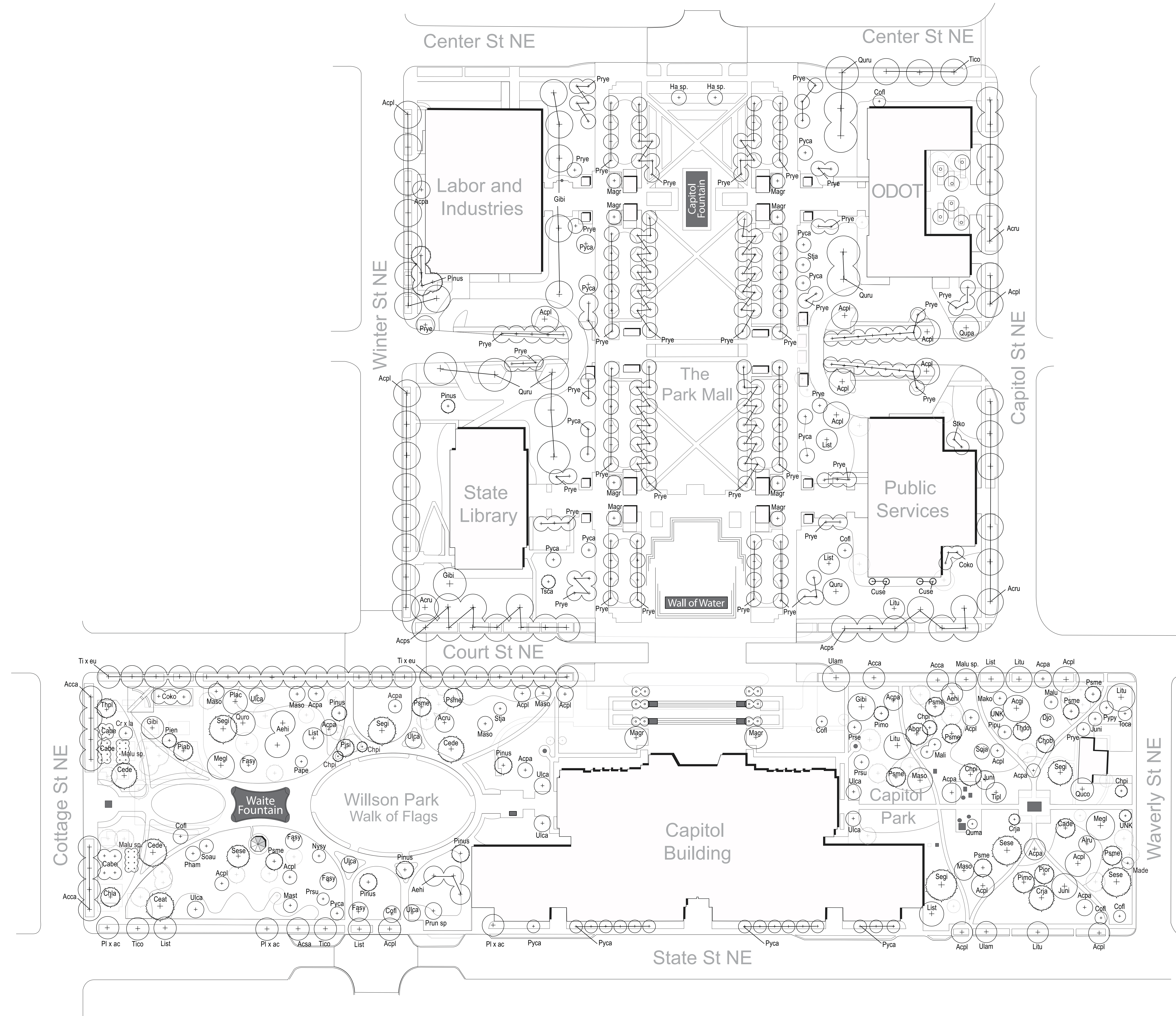
The question of whether to bring in more native species prompted some interesting discussions. Oregon grape, the "state flower" is planted in all three parks, but does not thrive in the Mall, probably due to competition with cherry roots. In this area Oregon grape may need to be replaced with another species that can do better there. Oregon grape can be used effectively in Capitol Park where more dense vegetation is the intent of the design. Many other natives may be problematic to cultivate or do not have the refined appearance that is characteristic of Willson Park and the Mall. Making a major change to native species would not be in keeping with the exotic (non-native) arboretum design intent of all three "parks", although invasive exotics should not be used.

Honorary Features or Remembrances

There are several major honorary features, or remembrances, in the park that are there in memory of certain individuals or events. These should be protected in their current locations due to their size and popularity, and for some, because of their historic importance. These include the Capitol, Waite and Breyman Fountains and the Wall of Water; The Circuit Rider, Lee and McLoughlin statues; the carved, free-standing marble walls; The Fallen Workers Memorial, Walk of Flags, Tribal Walk of Flags and selected commemorative trees. Other smaller sculptures and features should be retained, but could be relocated including *The Beaver Family*, *the Parade of Animals* interactive children's sculpture and the Liberty Bell.

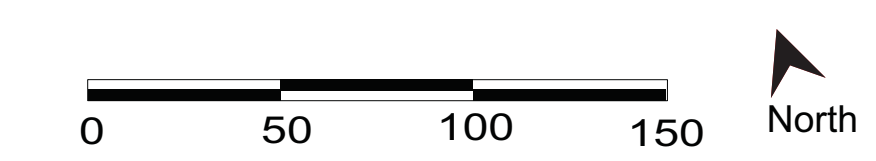
State Capitol State Park

Vegetation Plan



KEY

- Other Site Features (Statues, Fountains)
- Buildings
- Existing Evergreen Trees
- Existing Deciduous Trees
- Trees to be Added
- Trees to be Removed



State Capitol State Park

Tree List

Abgr	Abies grandis	Grand Fir
Acca	Acer campestre	Hedge Maple
Acgi	Acer ginnala	Amur Maple
Acpa	Acer palmatum	Japanese Maple
Acpl	Acer platanoides	Norway Maple
Acps	Acer pseudoplatanus	Sycamore Maple
Acru	Acer rubrum	Red Maple
Acsa	Acer saccharinum	Silver Maple
Aehi	Aesculus hippocastanum	Horse Chestnut
Alru	Alnus rubra	Red Alder
Cabe	Carpinus betulus	European Hornbeam
Cade	Calocedrus decurrens	Incense Cedar
Ceat	Cedrus atlantica 'Glauca'	Blue Atlas Cedar
Cede	Cedrus deodara	Deodar Cedar
Chla	Chamaecyparis lawsoniana	Port Orford Cedar
Chob	Chamaecyparis obtusa	Hinoki False Cypress
Chpi	Chamaecyparis pisifera	Sawara Falsecypress
Cofl	Cornus florida	Pink Dogwood
Coko	Cornus kousa 'Julian'	Julian Chinese Dogwood
Cr x la	Cretaeus x lavalley 'Carrierei'	Lavalle Hawthorn 'Carrierei'
Crja	Cryptomeria japonica	Japanese cryptomeria
Cuse	Cupressus sempervirens	Italian Cypress
Dio	Diospyros	Persimmon
Fasy	Fagus sylvatica	European Beech
Gibi	Ginkgo biloba	Ginkgo
Ha sp.	Hamamelis species	Witch Hazel
Juni	Juglans nigra	Black Walnut
List	Liquidambar styraciflua	Sweet Gum
Litu	Liriodendron tulipifera	Tulip Tree
Made	Magnolia denudata	Yulan Magnolia
Magr	Magnolia grandiflora	Southern Magnolia
Mako	Magnolia kobus	Kobushi Magnolia
Mali	Magnolia liliiflora	Lily Magnolia
Malu sp.	Malus species	Crab apple
Maso	Magnolia soulangiana	Saucer Magnolia
Mast	Magnolia stellata	Star Magnolia
Megl	Metasequoia glyptostroboides	Dawn Redwood
Nysy	Nyssa sylvatica	Black Tupelo

Pape	Parrotia persica	Persian Ironwood
Pham	Phellodendron amurense	Amur Cork Tree
Piab	Picea abies	Bird's Nest Spruce
Pien	Picea englemannii	Engelmann Spruce
Pimo	Pinus monticola	Western White Pine
Pinus	Pinus species	Pine
Pior	Picea orientalis 'Barnes'	Barnes Oriental Spruce
Pipu	Picea pungens 'glauca'	Colorado Blue Spruce
Pisi	Picea sitchensis	Sitka Spruce
Pl x ac	Platanus x acerifolia	London Planetree
Prse	Prunus serrula	Birch Bark Cherry
Prsu	Prunus subhirtella 'pendula'	Weeping Higan Cherry
Prun sp.	Prunus Species	Flowering Cherry
Prye	Prunus yedoensis 'Akebono'	Yoshino Cherry
Psme	Psuedotsuga menziesii	Douglas Fir
Pyca	Pyrus calleryana Autumn Blaze	Autumn Blaze Pear
Pypy	Pyrus pyrifolia	Chinese Pear
Quco	Quercus coccinea	Scarlet Oak
Quma	Quercus macrocarpa	Burr Oak
Qupa	Quercus plaustris	Pin Oak
Quro	Quercus robur	English Oak
Quru	Quercus rubra	Northern Red Oak
Segi	Sequoiadendron giganteum	Giant Sequoia
Sese	Sequoia sempervirens	Coast Redwood
Soau	Sorbus aucuparia	European Mountain Ash
Soja	Sophora japonica	Japanese Sophora
Stja	Styrax japonicus	Japanese Snowbell
Stko	Stewartia koreana	Korean Stewartia
Thdo	Thujaopsid dolabrata	Elkhorn Cedar
Thpl	Thuja plicata	Western Red Cedar
Ti x Eu	Tilia x euchlora	Crimean Linden
Tico	Tilia cordata	Little Leaf Linden
Tipl	Tilia platyphyllos	Large-leaved Linden
Toca	Torreya californica	California nutmeg
Tsca	Tsuga canadensis	Canadian Hemlock
Ulam	Ulmus americana	American Elm
Ulca	Ulmus camperdownii	Camperdown Elm
UNK	Unknown	

EXISTING
HONORARY FEATURES

- Honorary Features
- Trees & Benches





05: Park Visitors

An understanding of who currently uses the park was described by stakeholders and by staff who see how the park is used on a weekly basis and throughout the year. Their observations helped planner to group visitors by *how* they use the park. Each user group has its own set of desired experiences and related support facilities, spaces and places which the plan aims to understand and provide.

All visitors to the park are welcome as long as they adhere to park regulations and behave in a way that is harmonious with other users. A very few user groups have certain behaviors that can deter some visitors from using the park. This chapter identifies the recognized groups using the park and recommends how to support their use, and also recommends how to modify the use of those few who may disrupt use of the park by others. Observations and discussions did not show the need to provide for any new user groups or other experiences than those described here.

Each identified user group is listed below with a brief narrative of their desired experiences and park needs.

1. Salem residents, especially those from nearby neighborhoods:

These visitors view the park as a neighborhood park where they can relax, enjoy the outdoor setting and the water features. Many play in the Wall of Water during the summer, especially families with kids. Many of these families may come from other parts of the city to use one of the few water features in town that allow access.

They are looking for continued access to the green spaces for sun and for shade when needed, and for enjoying the water features. They appear to lack seating in shady areas, especially for parents who are watching their children while they are using the Wall of Water. It is important to keep the fountains running during the summer months for these users. They may benefit from having outdoor tables available to them for picnics and casual games.

2. Willamette University students and staff:

The campus offers its own outdoor setting for relaxing, outdoor games and study, although students and staff could easily use the State Park, as well, as it is just across the street. Primarily, this user group walks across the park to reach the northern part of downtown, by crossing at the Cottage and State Streets intersection and walking along the west end of Willson Park. This group is requesting that the vegetation be opened up and the walkways better defined. The west end of the park has a piecemeal arrangement of rectangular planting beds, some with aging or unsightly trees and shrubs, with an unattractive plain sidewalk along Cottage Street.

3. Nursery school groups:

Nursery schools in the city neighborhood near the park include the YMCA and some of the nearby churches. Nursery school workers often take their young charges on outings in their large wagons, and to play in the grassy areas, mostly in Willson Park or the Capitol Mall. Children's groups are currently drawn to the *Parade of Animals* and *The Beaver Family* figures in Willson Park. These could become the basis of a "children's sculpture garden" north of the oval in Willson Park, near their current location. This area would be populated by interactive art for children to play on and around. Seating in this area could also be helpful for caretakers and the children, providing a place to rest or snack.

4. Travelers coming to see the Capitol and/or the city:

Some visitors come to see the Capitol building, or to visit the other attractions in this part of Salem, including Mission Mill and Riverfront Park. The city and some organizations offer self-guided walking

tours and brochures with attractions in the city center to guide their visits. The Capitol Foundation offers tours of the building. This user group is generally interested in the history of the place and may want to know more about the grounds around the Capitol and the many trees, statues and other features found there. Interpretive and way-finding panels could be important to this group, as well as benches and tables for resting and eating.

Coordinating tours of the city center and the inside of the Capitol Building with a self-guided walking tours of the Capitol grounds would support this group well, including opportunities for interpretation as viewed from outdoor viewing area on the top of the Capitol.

5. Cyclists and pedestrians who are passing through the park:

The city bike routes bring cycling commuters and people out for an easy bike ride to and through the park. The many sidewalks surrounding the park bring walking commuters and people out for a local walk or jog. Street intersection improvements could calm traffic and narrow the distance across the intersections. Orientation signs at all of the "entrances" to the park would help people who are unfamiliar to this part of the city.

Designating the bike routes through the park could help reduce conflicts with pedestrians. The restroom placement on Chemeketa Street interferes with the flow of bike travel through the park and could be remedied by moving them back and out of the travel way.

6. People attending special events:

Most for the organized events use the south half of the Capitol Mall plaza and adjacent walkways and grassy areas, and some use

Court Street itself by getting a permit to temporarily close the street. These groups often bring in portable toilets, large tents, bleachers, booths and even support trailers, stages and audio equipment. This user group needs this area of the park and street to continue to be available for events, and could benefit from permanent seating and outdoor tables along the edges in the shady alcoves. Electrical connections, hardened surfaces, and water availability are important to them.

7. Nearby office workers:

Most of these visitors work for the state, but some come from surrounding work places. They use the park for walks and resting during their breaks and sometimes eat their lunch. This group enjoys the various walkways, plantings, water features, and paths throughout the park. This group could benefit from outdoor tables in some areas, and may like to have some food and beverages available for purchase in the park, especially during the summer months.

8. Media organizations:

This group uses the site much like those who are staging events, although there are often several media outlets there at the same time, without any central coordination. They may come to the site without prior planning or permits, based on news events that may be breaking at the Capitol building. They need spaces to park their transmission trucks primarily to extend their tall antennae. Most of this activity does not happen in the summer, and so does not conflict with other events that are mostly occurring in the summer. The park continues to provide space near the front of the Capitol to be able to film events there and to be nearby for reporters

who bring video and stories out from the Capitol. As long as the wide paved service streets are available to them, the existing layout of Summer and Winter Streets should work for them.

9. Political groups:

This can include legislators and the Governor's office when they want to make speeches on the steps of the Capitol, and other political groups who may gather there to intercept citizens to share their views with and to make speeches to create media events. Their primary need is access to the Capitol steps with the Capitol building and the marble walls as a backdrop. Continuing their access to this area will be important to them. Improved universal access to this area would better support this use, as well as general access to the Capitol.

10. People conducting state business or business with a state agency:

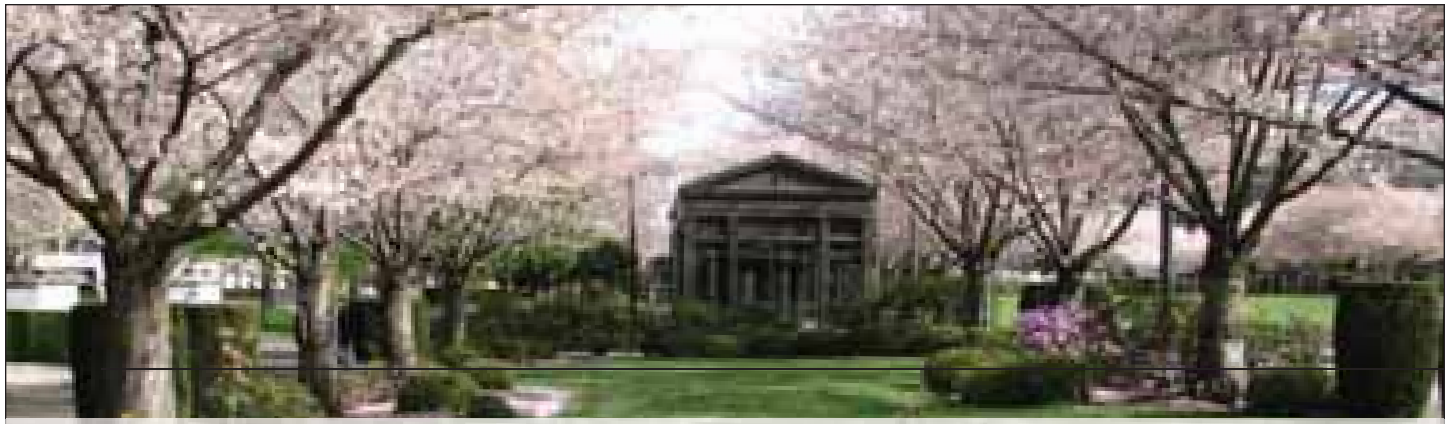
State workers, members of the legislature and Governor's office and their staff, and citizens and others who are working with state agencies on the mall make up this user group. They use the park by moving from parking to the particular building where their business is happening, whether it is a meeting or going for a permit or information. People who are new to the site often find it hard to find parking and the building they are seeking. Once in the park, the pathways connect well from any one building to another, and the many street crossings support this as well. The new visitors need well placed orientation signs that show the layout of the streets, walkways and buildings, name the buildings and show where parking options are located.

11. Teen-agers and young adults:

This group is mostly made up of local young people who are old enough to be out on their own and are looking for a convenient and comfortable place to hang out. They tend to use the west end of Willson Park and the gazebo and benches found near the Waite Fountain. This group is generally well-behaved, but can at times take over portions of the sidewalks, and may seem intimidating to some park visitors. Providing adequate benches off of the sidewalks in this area and keeping the vegetation open and major walkways clear could improve the use of the park for this group and others.

Vendors:

There are very few food vendors in the park. This group might be encouraged to use the park more in small numbers.. Especially in the summer, this group, if carefully selected, located and managed, might enhance other park visitors' experience.



06: Goals for Park Management

Based on the analysis you have read so far, and on OPRD's intent for the park, the following parkwide goals have been identified to guide the remainder of the plan.

1. Manage the park to recognize, respect and reinforce the existing design elements of the three park areas, except for the far west end where changes are appropriate.

The three park areas each have their own unique character, based on the history of how and when they were constructed. The goal is to protect and continue the general layout, spaces, plazas, pathways and planting areas that the park is known for, while making small changes that are needed to support the other goals, where appropriate.

2. Manage the park to support all four park roles.

Park layout, circulation and access will continue to support the park in its role as the seat of state government, an urban park, a place for a diversity of visitors and a place for special events and staging areas.

3. Retain and enhance a “park-like” setting that is relaxing and beautiful.

This will be done by maintaining and enhancing the large, grassy open space areas, trees and planting beds, fountains, plazas and walkway, and by providing attractive and comfortable seating and tables, lighting and other site furnishing.

4. Support the needs of the diversity of visitors and their desired experiences.

People use this park in a number of different ways, each with their own needs and interests. The urban location makes for a mix of user groups that range from business-related to tourist and local neighborhood visitors. The goal is to recognize the key park user groups and the way they use the park, and look at whether we can possibly improve their experience, while ensuring that conflicts among user groups are minimized.

5. Link the state park with other neighboring and nearby places through bike routes, walkways and pedestrian-friendly street crossings

The goal is to improve the physical connections between State Capitol State Park and the surrounding Salem community. This includes providing, in cooperation with the city of Salem,

site improvements such as better street crossings, and recognizing and keeping open bike routes through the park. It also includes linking the park to the city through interpretive materials such as site context maps and information on a heritage bike tour of Salem that includes SCSP.

6. Recognize and include elements from overlapping and adjacent plans that fit with the goals for this park.

This state park is owned by other state agencies and is accessed by adjacent city streets, sidewalks and bicycle routes and street crossings. Several other agencies and foundations, and the neighboring City of Salem and Willamette University have plans for their areas, streets and bike routes adjacent to or overlapping the park. One goal of this plan is to recognize portions of those overlapping and adjacent plans that fit with the goals for the new state park, and to combine them with any new recommendations into one parkwide plan.

7. Manage the park to be safe, yet welcoming, enjoyable and visually open.

To have a good experience in the park, visitors need to feel safe and also welcome. Keeping the park well-maintained and supervised, and keeping the vegetation somewhat open with clear views through the park, along pathways and around buildings will contribute to a setting that is safe and welcoming. The goal is to supervise the park and maintain vegetation to manage visitors and vehicles to achieve a feeling of well being for visitors as they walk through or visit the park.

8. Enhance visitor understanding of the park through interpretation and way-finding.

Currently, the park has no interpretive media or panels and little or no orientation signage. The goal is to provide more

meaning for visitors about the park's history and features by interpreting important themes for the park and selecting the best places and design for capturing the visitors' attention and interest. It is also important to offer well-placed, well-designed guidance for visitors entering and leaving the park to other areas in the city center and to the various state government buildings. All signs and panels will be placed and designed to fit well with the park setting.

9. Provide clear and consistent strategies for working with our management partners.

As this park is managed in cooperation with a number of partner agencies and groups, having clear agreements and policies for our major management responsibilities with those partners will be a priority for park management. This includes agreements with the other landowners such as DAS and ODOT, and any others that need to be addressed. The goal is to identify where those agreements are needed, and complete and implement them.

10. Undertake management practices that are sustainable, feasible and cost effective, with the highest standards for cleanliness, condition and appearance.

Day-to-day and long term management and maintenance of the park, its features, infrastructure and visitors needs to be based on the standards of sustainable resource use and site conservation for future visitors, feasibility to implement and continue, cost effectiveness in time and resources, and a high-quality outcome.

The plan also needs to provide for needed operational facilities that are large enough, and are located and designed to be convenient for staff and the public.



07: Interpretation and Way Finding

Introduction

The Interpretive Chapter includes a special consideration of how to actively improve visitors' understanding of, and connection to, the park through interpretation, and through improved orientation, also known as “way-finding”. Interpretive themes and stories about the importance of the site over time have also been identified. The recommended interpretive themes are outlined in this chapter. These are the key messages to be communicated. Interpretive stories, and panel and pamphlet wording will be selected and developed to communicate the themes. Media, such as signs, exhibits, publications, etc., and other strategies for delivering the themes and stories to the visitor have been identified, along with a recommended schedule for implementation. Site media will be placed and designed to fit harmoniously into the park setting, and historic layout and features.

Based on the OPRD Regional Interpretive Framework interpretive “levels of service” definitions, Level Three is proposed for this park. The interpretive opportunities in Level Three parks are typically self-guided. The interpretive strategies may include outdoor interpretive structures such as kiosks or signage, and may include seasonal or event-based programs and guided tours.

This Interpretive and Way Finding Chapter is a blueprint for the information network for the park—interpretation, orientation and way finding information—necessary to support the desired visitor experiences at State Capitol State Park. The chapter consists of the following key parts:

- 1. Themes:** These are the key interpretive messages to be communicated. The interpretive stories are selected and developed to communicate the themes.
- 2. Delivery strategies:** These are the media—signs, exhibits, publications, etc.—and other strategies for communicating the interpretive stories and the orientation and way finding information.
- 3. Implementation Strategy:** This is the recommended approach for providing the components of the information network.

Interpretive Theme Hierarchy

OPRD builds its interpretive stories on four levels of theme and story development.

- 1. Primary Theme**
This is the key concept reflecting the significance of the park.

2. Themes

These are the ideas or concepts that together support the Primary Theme. Ideally, all visitors will understand at least one of the themes based on their specific area of interest (cultural history, natural history, etc.).

3. Sub-themes

These are the ideas or concepts that support a theme.

4. Supporting Stories

These are the stories that communicate a sub-theme or theme.

Primary Theme

The buildings, features and layout of Oregon's State Capitol State Park reflect the ongoing evolution of Oregon's Capitol in response to the changing needs, values and influences of Oregonians.

Discussion: The primary theme ties together the two major forces that have influenced the changes in our State Capitol – the people of the state overall, which resulted in basic changes to the structure and extent of the place where the government convenes, and specific influential people or events, which resulted in more cosmetic changes to the visual scene. It also includes the basic concept that the State Capitol is continuing to evolve in response to those same forces.

Themes

Theme 1: Every iteration of the State Capitol and grounds – as a whole – reflects the social, political and historical context of the era in which it was developed.

Sub-theme 1-1: The State Capitol is in Salem in this location due to the political powers at the time Oregon became a state.

Examples of supporting stories

- The land for the Capitol was donated by a group of lay Methodists who also started

Willamette University and the town of Salem.

- Groups with interest in having the Capitol located in Salem were powerful enough to have the Territorial Government moved from Oregon City.

Sub-Theme 1-2: The Capitol Building and Mall seen today are the result of major changes from past landscape designs and reflect a desire for a modern public space.

Examples of supporting stories:

- The changes in the physical size of the State Capitol building.
- The addition and size of specific buildings along the mall to allow the State government to do its business.
- The array of changes made after the burning of the State Capitol in the 1930s, including the change in orientation of the State Capitol Building and development of the Capitol Mall to create a plaza, in part, for public gatherings.

Sub-theme 1-3: The design of the primary building and grounds reflect the time during which it was designed and built.

Examples of supporting stories:

- The initial Territorial Statehouse was built in a conventional style for statehouses of the day—Greek Revival, with each house of government on a different floor.
- The second building for housing the seat of Oregon's government was also built in a style conventional for a statehouse of the day. It was Italian Renaissance with the two houses of government on opposite ends.
- The re-design of the Capitol and grounds in 1935 broke from the past but was still influenced heavily by the historical context of the time. The ceremonial approach to the new Capitol entrance within a formal grouping of flanking buildings was based on an approach introduced at the Columbia Exposition in Chicago in 1893, and was

known as the Beaux Arts Style or City Beautiful Movement. The National Capitol and Mall are also based on this style of building and street placement.

Theme 2: The Capitol grounds retain elements reflecting different specific influences that affected Oregon and the Capitol over time.

Supporting stories use different features and characteristics to focus on specific influences of the past. Features could include the following:

- An explanation of why the park is located in Salem and at this site due to the influence of Methodists.
 - Why the first two Capitols were oriented to the west due to the importance of the river as a major travel corridor and the relationship to the city of Salem.
 - The circuit rider, Jason Lee and Dr. John McLaughlin statues reflect how they were regarded in Oregon history by people in power at the time they were commissioned.
 - Dominating statue of “The Pioneer” reflects popular beliefs at the time it was designed.
 - The subjects on the friezes on the front façade and the carved wooden panels on the interior of the Capitol reflect the dominant beliefs at the time the current building was designed.
 - The various landscaping schemes reflecting an evolving view of the best landscape for a state Capitol.
 - What caused the development of the Capitol Mall and change in building orientation.
 - The ceremonial approach consisting of a formal building group with an open vista reflects the City Beautiful Movement launched by the Columbian Exposition in Chicago in 1893.
 - The artwork reflects a desire by the Planning Group for a “distinctively Oregon capitol.” This includes the subject of the friezes and the carved wood murals and The Pioneer atop the dome.
- The State Capitol is the foremost community planning and architectural development project carried out in Oregon by the Public Works Administration, a federal work program overseen jointly by the state and federal governments.
 - Flags of the nine sovereign nations in Oregon are erected in the park. This may be the only state Capitol with such a formal recognition of the tribal entities in the state. Tell how this came about and why it is important.
 - The Capitol is now a state park. This changes its nature from merely a gathering place with a few historical accessories into a more full-bodied experience created by people to tell a story.

Visitor Experience of Interpretation and Way-Finding

The following narrative describes what a visitor experience could be after implementing the interpretive recommendations. The map shows the location of fixed components identified in this narrative. All interpretive opportunities are included in the narrative and summarized at the end of this section. Complete design concepts are included in the final section.

Potential Interpretive Visitor Experience

For those planning a trip to the park, the **State Capitol State Park (SCSP) Website** provides a description of the array of interpretive and recreational opportunities along with suggested itineraries. It also provides up-to-date information on events and happenings as well as basic orientation and way finding information to guide them to parking and onto the grounds. Visitors can download the **Self-guided Walking Tour Map Brochure**, the **Application for the GPS-based Walking Tour**, or the **Guide to Plants and Wildlife in the Park** and set out for the park.

After arriving in the park, whether by way of the underground parking structure, by foot or on bicycle, all visitors encounter a **SCSP Site Orientation Panel** at the perimeter of the park. Primary entryways have a more substantial version of the panel while secondary entryways have a smaller version. The panel orients visitors to all the features of the park, the buildings associated with the site, key amenities and interpretive opportunities. The primary panel also shows the location of other features and locations within the city center to provide the context for the park. Regardless of the section of the park visitors enter – Willson Park, Capitol Park or the Mall – they are also attracted to a cluster of interpretive panels that fit in harmoniously with the park setting.

The **Willson Park Interpretive Panel Cluster**, located at the west end of that park area, focuses on the different influences that helped shape what we see today. It uses images of previous buildings to help tell this story.

The **Capitol Park Interpretive Panel Cluster**, located near the center of that park area, uses the statues and other features that can be seen from the cluster location to focus on the reflection of Oregon’s history in the visual scene.

Finally, the **Capitol Mall Interpretive Panel Cluster**, located at the north end of the Mall, uses the Capitol Building and surrounding features to focus on the reasons for the design of the current Capitol and grounds, and why it was a significant departure from the past.

The interpretive panel clusters and the self-guided walking tour motivate visitors to explore the entire park. The Self Guided Walking Tour, available using GPS technology or using a brochure, guides them around the grounds and into the Capitol Building where they can take advantage of the interpretive and educational opportunities in that space.

Bicyclists are motivated to take advantage of the **Historic Salem Bike Tour** that includes not only the State Capitol, but also historic downtown Salem, Willamette Heritage Center, Willamette University and other historic features in the nearby area. Those interested in plants pick up the **Guide to Plants and Wildlife in the Park** to find out more about the different species planted on the site and the reasons for the different approaches to landscaping the grounds.

All visitors are motivated to return for **Special Events**, during which they will be able to take a **Guided Tour** of the exterior.

Summary of Interpretive and Way Finding Opportunities

SCSP Website

The website provides orientation, way finding and interpretive information designed to motivate viewers to visit the park and guide them to parking and/or entryways. It also provides links to additional information for those who might want it before or after a trip to the park. Finally, it offers the opportunity to download the appropriate application for the GPS-based Self-Guided Walking/Biking Tour, the Guide to Plants and Wildlife in the Park, and the basic Self-Guided Walking/Biking Tour Map/Brochure along with other information about the park.

SCSP Orientation Panel

This panel, with the OPRD logo and a “Welcome” to the State Capitol State Park at the top, features a map drawn from an oblique aerial perspective to give the buildings a 3-dimensional appearance. It contains all features, buildings and interpretive opportunities in the park area and an indication of the surrounding area. The location of these panels is depicted on the Site Plan.

Fixed Interpretive and Way Finding Elements



Self Guided Walking Tour

The tour uses key features, landscapes and views to communicate and reinforce the themes and sub-themes identified for the park. Ideally this walking tour would include sites within the Capitol Building, accessible without a personal guide. Delivery strategies include a brochure with map and a GPS-based audio version.

Capitol Mall Interpretive Panel Cluster

These panels, located at the north end of the mall (see Site Plan), include the following:

- **Panel 1** focuses on the change from the past in terms of orientation, design and layout of the Capitol and the surrounding grounds and the reasons for those changes.
- **Panel 2** focuses on the design and layout of the park as a reflection of the context of the times in which it was created.

- **Panel 3** focuses on how the government has changed since the building was completed as manifested in changes to the Capitol Building and the addition of buildings, the parking structure and other features.

Willson Park Interpretive panel cluster

These panels, located at the west end of Willson Park (see Site Plan), include the following:

- **Panel 1** focuses on the story of why the State Capitol is in this specific location. The story of the role of the Methodists is included on this panel.

- **Panel 2** focuses on the first Territorial Statehouse, the design as a reflection of the context of the times, the burning of the building and the reasons why another building was not built immediately.
- **Panel 3** focuses on the second building housing the state government, the design as a reflection of the context of the times, the burning of the building, and the opportunity that created to create a new center of state government. This should include a teaser to send people to the Capitol Mall cluster.

Capitol Park Interpretive Panel Cluster

These panels, located in Capitol Park near the statues (see Site Plan), include the following:

- **Panel 1** uses historic images of how Capitol Park has changed over time to focus on the concept that different forces had impact at different times in history on the visual scene we see today. The panel should act as a teaser to send people to the panel cluster in Willson Park where they can get more information on how the Capitol building changed over time.
- **Panel 2** uses the statues and features visible from this point to focus on forces important in our history that are *not* highlighted by monuments and the fact that what people see represents what those in power at a particular point in time thought was important.
- **Panel 3** uses the statue of The Pioneer to focus on the role of the common person in the evolution of the state.

Guide to Plants and Wildlife in the Park

This publication, organized by section of the park for easy reference, includes identification information along with interpretive tidbits focused on historic approaches to landscaping and reasons for the selection of certain species, and outstanding flowering times. It also mentions interesting and unique birds and other wildlife that can be found in the park.

Exterior Guided Tours

These will be offered during special events and seasonally as feasible given park staffing.

Historic Salem Bicycle Tour

This tour, using a GPS system tied to an application on smart phones or other devices, will include the Self-Guided Walking Tour of the park plus Willamette University, the Willamette Heritage Center and downtown Salem at a minimum. A map will be necessary to accompany the audio delivery of information. This would be a collaborative venture with other entities.

Implementation Plan

A key issue with implementing this plan is for all basic strategies to be designed to pique interest in the other strategies. This allows the interpretive elements to function as a network, connected throughout the park. This is ideally accomplished when all basic strategies are implemented at the same time. Consequently, we recommend the following phased approach.

Phase 1: Basic Network

This phase includes the following actions:

1. Implement the following strategies, which represent the basic way finding, orientation and interpretive network for the park.
 - SCSP Orientation Panels - these could be fabricated in batches, but cost savings can be realized by making them all at the same time.
2. Establish a task force of partners and begin planning the Historic Salem Bicycle Tour.
3. Work with the Oregon State Capitol Foundation to develop an interior exhibit orienting visitors to both the park and the interior of the Capitol Building. Suggest a panel or two on the Capitol roof.
4. Develop a preliminary website with information on what is being developed in addition to trip planning information.

Phase 2: Expanded Network

1. This phase includes the following actions: Self Guided Walking Tour – both the map/brochure and audio version.
2. Develop the Guide to Plants.
3. Develop the final park website.

Phase 3: Major Investment: Interpretive Panels

1. Capitol Mall Interpretive Panel Cluster
2. Willson Park Interpretive Panel Cluster
3. Capitol Park Interpretive Panel Cluster

Interpretive Delivery Concepts and Strategies

Website

The primary intent of the website is to:

- Motivate viewers to visit the park (which will include making them aware of the interpretive opportunities and special events);
- Guide visitors to parking or entry points.

As a secondary objective it offers links to additional information or resources for people looking for detail on the history or any of the key stories introduced in the interpretive network.

Key Themes/sub-themes/storylines

All themes can be included in the links, but the primary themes guiding the development of the *home page* should be marketing themes, such as, “*You can spend a whole day enjoying an array of opportunities at the State Capitol.*”

Description and Concept

The home page must market the SCSP experience, but also market the website in order to motivate viewers to keep moving through it. To do so, the home page and every

linked page must be captivating and user friendly. The home page should be dominated by visuals of different types of visitors enjoying different opportunities associated with the a visit to the State Capitol, such as taking the tour, perusing the interpretive panels, attending a special event, etc. Captions should be brief, identifying the opportunity and providing a link on where to get more information about that opportunity. The home page could also have “didjacks” to pique interest in the interpretive stories told at SCSP. Links should provide access to the remainder of the information on the site, including:

- Driving and parking directions and printable map;
- Downloadable version of the SCSP Walking Tour Map/Brochure;
- Downloadable version of the Guide To Plants and Wildlife in the Park;
- Overviews of the key stories included in the interpretive network;
- Upcoming events;
- Contact information;
- Directions on how to download the application for the GPS-based Self-Guided Walking Tour;
- Information about interpretive and educational opportunities and events in the State Capitol Building (through a link);
- Downloadable version of the Historic Salem Bicycle Tour.

Self-guided Walking Tour

This is the focal point of the interpretive opportunities associated with the park. In other words, it is the strategy with the most detail and coverage of the stories. It is intended to:

- Motivate visitors to explore all parts of the park;
- Motivate visitors to visit the interior of the Capitol Building and State Library;
- Pique interest in the stories so visitors are motivated to go to other sources (such as the web page) for more information;
- Provide a detailed introduction to the key stories at SCSP.

As a secondary objective it is intended to motivate people to visit other historic sites in the area, including historic Downtown Salem and the Willamette Heritage Center.

Key Themes/sub-themes/storylines

All themes will be communicated within the tour.

Description and Concept

The tour will focus on information associated with key features, landscapes and viewscapes to reinforce the themes and sub-themes identified for the park. Key stops include, but are not limited to, the following:

- Dr. John McLaughlin statue
- Circuit Rider statue
- Liberty Bell replica
- Jason Lee statue
- Parade of Flags (with a focus on the flags of the Native American tribes)
- Friezes
- Location with view of the Capitol Building
- Location with view of Willamette University
- Location with view of Supreme Court Building
- Historic columns in Capitol Park

Ideally this walking tour would include sites within the Capitol Building accessible without a personal guide.

Comments

The tour will be available in a map/brochure format and in audio format through GPS-based technology designed to be used with a personal listening device, such as a smart phone with an application.

SCSP Orientation Panels

Location

Major and minor access points into the park (see Site Map).

Objectives

The intent of this strategy is to make visitors:

- Feel welcome to the park;

- Aware that it is a state park;
- Feel comfortable in their ability to find their way around;
- Aware of the interpretive opportunities;
- Curious enough to visit at least one of those opportunities.

Key Themes/sub-themes/storylines

No interpretive themes except those that might be communicated within interpretive tidbits.

Description and Concept

This type of panel, with the OPRD logo and a “Welcome” to State Capitol State Park at the top, features a map drawn from an oblique aerial perspective to give the buildings a 3-dimensional appearance. This is important for this park because visitors are most likely to orient themselves by visible features, especially the Capitol Building. The map will highlight the park and include names of the specific park areas (Willson Park, Capitol Mall, and Capitol Park) but within a context that includes all approaches, Willamette University, Willamette Heritage Center, and the edge of the Salem Downtown Historic District. All buildings will be labeled as well as all statutes, fountains and significant features. Each panel will be identified by the entry point, such as Center Street North, or Willson Park NW. An inset map would show the park in the context of the greater neighborhood, which includes the downtown, Willamette University and Willamette Heritage Center. The primary version of this panel will include a sidebar containing a historic photo relating to the area or point of interest around that particular panel along with a tidbit of information. The sidebar will also make visitors aware of the walking tour and the opportunities in the Capitol Building.

Comments

A primary and secondary version of this panel will be used. The primary version will be located at major entry points as depicted on the Site Plan. The secondary version will be located at secondary entry points.

In the final design stage of work, the shape of these panels and/or the interpretive panels could be customized to reflect the shape of the Capitol Building or the State or Oregon to provide additional attraction power.

Capitol Mall Interpretive Panel Cluster

Location

The north end of the Mall (see Site Plan)

Objectives

The intent of these panels is to:

- Focus attention on the Capitol Building and associated landscape and buildings in such a way that visitors can ‘see’ the stories in the array and design of those buildings. Those stories include the forces that catalyzed the abrupt shift from the past in terms of design and layout of the building and grounds, and other factors that influenced what we see today.
- Inspire people to take advantage of other interpretive opportunities at Oregon’s State Capitol.

Key Themes/sub-themes/storylines

Theme 1: Every iteration of the State Capitol and grounds – as a whole – reflects the social, political and historical context of the era in which it was developed.

Sub-Theme 1-2: The Capitol Building and Mall you see today represents a major change from the past, fueled by the need and desire for a modern public space.

Sub-theme 1-3: The design of the primary building and grounds reflected the time during which they were designed and built.

Description and Concept

At this time we envision the following panels:

Panel 1: An Opportunity Presents Itself

This panel focuses on the forces that catalyzed the change in orientation and layout following the fire that burned the second statehouse.

One possible design concept is to use an aerial image of the site to contrast the old Capitol with the new with text blocks focusing on key changes and the reasons for those changes. This should include the change in orientation, change in design, change in size, addition of government buildings, etc.

Panel 2: A Modern Capitol

This panel focuses on the elements and features that reflect a more modern Capitol including the stripped-down classical design, which was in vogue at the time of construction, and the ceremonial approach consisting of a formal building group with an open vista reflecting the City Beautiful Movement launched by the Columbian Exposition in Chicago in 1893. One possible design concept is to use an image from the time it was completed to highlight these significant elements, and also to highlight that many of the other buildings were not yet in place.

Panel 3: An Always Evolving Government

This panel focuses on the changes that have occurred since the original building was constructed, with text blocks focusing the reasons for the changes. Those reasons should include the political context and architectural trends of the time as well as other forces and influences. One possible design concept is to use a current aerial image as a backdrop for highlighting changes, such as the expansion of the Capitol Building and the addition of buildings along the mall.

Willson Park Interpretive Panel Cluster

Location

The west end of Willson Park (see Site Plan)

Objectives

The intent of these panels is to:

- Make people aware that the viewscape today is the result of different influences through time.

- Inspire people to visit other historic sites in the area including historic Downtown Salem and the Willamette Heritage Center.
- Inspire people to take advantage of other interpretive opportunities at Oregon’s State Capitol.

Key Themes/sub-themes/storylines

Theme 1: Every iteration of the State Capitol and grounds – as a whole – reflects the social, political and historical context of the era in which it was developed.

Sub-theme 1-1: The State Capitol is in Salem in this location due to the political power in the state at the time Oregon became a state.

Sub-theme 1-3: The design of the primary building and grounds reflected the time during which it was designed and built.

Description and Concept

The following panels will be included in this cluster:

Panel 1: Why Here?

This panel focuses on the establishment of the Capitol in Salem and the role of the Methodists in bringing it to Salem and having it located on this site. One possible design concept is to use a time line approach to highlight the reason the Methodists were here originally (Lee’s mission), the expansion of their interests and landholdings (including establishing the University and the platting of Salem), and the move of the Territorial Government to this site.

Panel 2: What Does a State Capitol look like in the mid 19th century? This panel focuses on the building (and burning) of the first statehouse. One possible design concept is to use an image of the first building to highlight its design and the functions that took place inside the building.

Panel 3: What does it look like 15 years later?

This panel focuses on the design of the second statehouse and how it reflected the context of the times. The functions should also be

highlighted. One possible design concept is to use the same approach as for Panel #2. However, this panel should also include images of the building on fire or the ashes of the old building with a text block focusing on the opportunity for a new state Capitol and a reference to the Capitol Mall panels.

Capitol Park Interpretive Panel Cluster

Location

In the center of the park area to the west of the Circuit Rider (see Site Plan)

Objectives

The intent of these signs is to:

- Inspire people to take advantage of other interpretive opportunities at Oregon’s State Capitol.
- Make people aware that the viewscape today is the result of different influences through time.
- Expand the visitor’s perception of the extent of the array of key events/forces that had impact on Oregon’s history.

Key Themes/sub-themes/storylines

Sub-theme 1-3: The design of the primary building and grounds reflected the time during which it was designed and built.

Theme 2: The Capitol grounds retain elements reflecting different influences that affected Oregon and the Capitol over time.

Description and Concept

We envision the following panels in this cluster:

Panel 1: The Changing Face of Capitol Park. This panel uses the array of features in the park to highlight the influences that caused it to change over the years. One possible design concept is to use a series of historic images and drawings to document the changes. Supporting text will emphasize that the changes, such as the addition of specific statues, do not necessarily reflect widespread

beliefs or public mandates, but rather are the result of shifting centers of power and influence. This should lead into the next panel.

Panel 2: So Who Was Important?

This panel uses the statues visible from this point to pay homage to the fur trade, missionaries in general and Methodists in particular, but at the same time to point out that lots of other people and groups had significant influence, including Native Americans, people from other countries, individuals like Sam Boardman, those that sponsored and passed the Beach Bill, and countless others. One possible design concept is to use a collage of historic images with a line of supporting text to highlight an array of groups and individuals. It will be important to have the collective image give the impression of an endless number of people. This should lead into the next panel which uses the statue of the Pioneer to represent the common person.

Panel 3: Who Played a Role. This panel uses the statue of The Pioneer atop the Capitol Building in part to pay homage to the pioneers and spirit that drove the settlement of Oregon by EuroAmericans and the eventual disposition of the country as part of the United States. It also focuses on Oregonian citizens as a key in the ongoing evolution of the state. One possible design concept is to use a timeline to highlight accomplishments by the general public, beginning with pioneers that braved the Oregon Trail and Native Americans that helped them. The key is to show that the citizen can make a difference either individually or in concert with other citizens. Consider adding a rhetorical sidebar asking the viewer to envision their version of what things might be like in the future.

Panel 4: People Create Parks. State government changed the Capitol Mall into a state park in 2007, transforming it from merely a gathering place with a few historical accessories into a more full-bodied experience capable of telling Oregon's story. The Capitol

joins a network of state parks in the mid-Willamette Valley, and when you connect their dots, a previously invisible picture emerges. Champoeg, Ft Yamhill, Willamette Mission and Thompson's Mills were each key places at different times in Oregon's history. One possible design concept is to use a time line across the top as an organizer for a key historic scene and peak event date from each mentioned park, with a map showing where they are in a sidebar or as an inset.

Guide to Plants

The intent of the publication is to:

- Satisfy those who are interested in finding out more about the plants while piquing their interest in the history of the evolution of the park grounds.

Key Themes/sub-themes/storylines

- **Theme 3:** The grounds, buildings and features reflect evolution through different eras of history when different groups held power.

Description and Concept

This simple publication is intended to be a reference guide rather than an actual tour. It should be arranged in such a way that it is easy for visitors to find the information on a plant in which they are interested. One possible approach is to label the plants so that visitors can easily look up the species. Another possibility is to use bed maps, but that would require updating the booklet every time a planting scheme was altered.

In the introduction to each area of the park, interpretive information could be included that focuses on historic approaches to landscaping and reasons for the selection of certain species.

Historic Salem Bicycle Tour

The intent of this tour is to:

- Provide easily accessible information to a specific user group;
- Pique interest in the cultural history associated with the site;

- Motivate users to visit other historical sites in the area.

Key Themes/sub-themes/storylines

All themes and sub-themes would be used to guide development of the tour. Additional themes might be necessary to interpret historic features and sites outside the park area.

Description and Concept

This tour, using a GPS system tied to an application on smart phones or other device, will include the Self-Guided Walking Tour of the park plus Willamette University, Willamette Heritage Center and historic downtown Salem at a minimum. A map will be necessary to accompany the audio delivery of information. This would be a collaborative venture with other entities.



OPRD has completed site improvement recommendations for the park. They have been based on the parkwide goals in Chapter Five and a set of site improvement strategies that were completed for this plan. They have also been based on the concepts and strategies that evolved from the park history, park context and park visitor assessments. The objectives attempt to balance the existing qualities and meaning of the park with the aim of fulfilling the vision for the future of the place.

Recommendations are shown in two forms:

1. Project development matrix
2. Site Improvement Plan

Site Improvement Strategies

Parkwide

1. Protect the Capitol Mall open space from intruding buildings and other installations.
2. Protect and enhance the existing layout and character of the three parks within the park.
3. Provide areas within the park that suit the needs of different user groups.
4. Retain east/west axial view from Capitol to Commerce Building and to Executive Services Building and north/south view through the Park Mall.

5. Fit interpretive information stops and way-finding signs into effective “capture” points in the park, for grabbing the attention of visitors.
6. Encourage city improvement of pedestrian crossings at street intersections.
7. Enhance Winter and Chemeketa Street bike routes through the park.
8. Recognize and incorporate: Capitol Building Master Plan, DAS-commissioned Greenworks Plan for west end of Willson Park, ODOT site plan, Willamette University Master Plan, Salem way-finding strategy and bike routes.
9. Open vegetation where needed to create a welcoming and safe feeling.
10. Provide spaces for events and gatherings.
11. Rehab plantings and add color spots/ ground cover to enliven views.
12. Provide attractive benches, tables, trash cans, lighting and other site furnishing
13. Provide for universal access.
14. Seek management practices that are sustainable, low maintenance and cost effective.
15. Place future remembrances and honorary features as per rule criteria and review process.

Vegetation Plan and Site Furnishings Strategies

Parkwide

1. Honor the open spaces and enhance their use for park purposes
2. Use the existing plant palette characteristics of each of the three “parks”
3. Eliminate blind spots and dead spots, replace old plants
4. Add seasonal color at ground level in targeted spots
5. Enhance groundcover where bare, extend to define spaces
6. Create consistent look for furnishings
7. Plan for long-term tree replacement needs (cherry trees in mall area especially)
8. Remove/thin selected trees that are crowded
9. Seek solutions that are sustainable, low maintenance and cost effective

Building Foundation Plantings

- a. Use medium to tall evergreen shrubs (coniferous & broadleaf) against building foundations in scale with the buildings with more height at corners and away from windows
- b. Keep window views open
- c. Replace failing/aging plants. Place new plants far enough from buildings to avoid crowding.
- d. Add ground cover in bare areas
- e. Continue rhododendron rehab around Capitol Building & replace columnar yews
- f. Provide low evergreen and blooming shrubs around Labor and Industries Building, due to continuous “porch”
- g. Recognize and incorporate ODOT planting plan
- h. Manage plantings for visual openness

Project Matrix

Project number codes are shown on the Site Improvement Plan.

No.	Project	Type	Description
Parkwide Improvements			
P1	Replace trees and shrubs, where needed	Rehab	Identify trees and shrubs that are in poor condition or have been damaged. Prune to improve, if possible. Replace in kind if conditions allow, or replace with new species that match design intent for the area of the park.
P2	Remove marked trees	Rehab	Certain trees have been identified for removal without replacement, where they are too closely spaced, malformed or degraded
P3	Add ground cover	New	Complete a planting plan for ground cover areas shown on the plan. Select species that are appropriate for the design intent and conditions and install within areas shown on the site plan. Bed shapes and extent may be fine-tuned in the field.
P4	Add color spots	Rehab/ New	Complete planting plan for existing and new “color spots” that could include annual and/or perennial flowering, low growing plants. Plan for year round color in various beds. Try to avoid high maintenance.
P5	Rehab foundation plantings	Rehab	Identify trees and shrubs at the base of major buildings that are in poor condition, have overgrown the windows and doors, or have been damaged. Replace with species of a form and type that matches classic, formal foundation planting intent. (Tall on corners and at large wall areas w/o window, moderate height at windows and between taller plants. Do not use low, small species that are not in scale with the buildings.) Use varieties that will not outgrow their positions too quickly and require annual pruning.
P6	Site furnishings	Rehab	Select one bench, trash can and table design and provide it throughout the park. Choose style with simple lines to fit in all three sub-parks. Add where-ever needed. Use paver base to allow easy changes of location over time.
P7	Lighting	Rehab	Continue to use modern style in mall and “historic” style in Willson and Capitol Parks
P8	Cherry trees	Rehab	Work with an arborist and a structural engineer to determine the best approach for long term replacement of the trees, only as needed.
Park Mall Improvements			
PM1	Court St. crossing plaza	Rehab	Capitol Master Plan and City of Salem Project: Redo north Capitol stairway as per plan or similar. Preserve magnolia trees and marble stelae, include ADA ramps. Remove parking. Install paver-based plaza across Court Street to Wall of Water. Reduce lanes. Designate a bus drop off area.
PM2	Extend plaza for interp. signs	Rehab	Construct small plaza extension at north end of the Park Mall, as per plan or similar, to contain interpretive panels as looking south at Capitol. Plaza should be large enough to contain up to 4 - ten square foot panels set below the view.
PM3	Way-finding signs	New	Locations are shown on the plan with red dot. Final design and installation method to be determined. Work with City of Salem.
PM4	Relocate restrooms	Rehab	Two restroom buildings flanking Chemeketa Street bike route need to be moved back off of the travel lane, if feasible. Route bikes around them for the interim. One could be placed on the other side of the mall, if desired and feasible.
PM5	Add eating areas	New	Add small tables and seating in up to 4 garden alcoves, adjacent to Wall of Water. Lawn may be converted to compacted material or pavers.

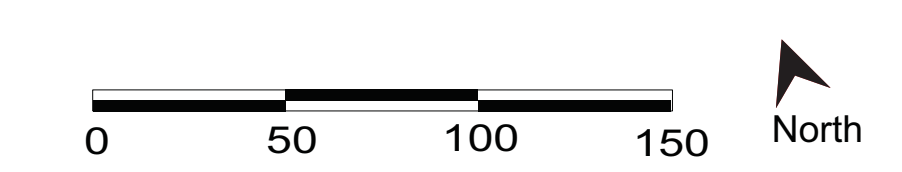
PM6	Center St crossing plaza	Rehab	City of Salem/DAS Project: Redo intersection of Center and Summer to better accommodate pedestrian crossing, similar to Court St crossing. Consider improving other crossings as well.
Willson Park Improvements			
WP1	West end redesign	New	Remove the existing pathways and plazas at the west end that do not conform to the Greenworks site plan. Install new pathways and planting panels as per the plan. Complete a planting plan for the new beds.
WP2	Potential honorary feature site	New	This location may be under consideration for a potential honorary feature site. Consider a second location at the opposite corner of the park.
WP3	Extend plaza for interp. signs	New	Create a small plaza extension, as per the plan, to contain several interpretive signs, to be viewed facing the Capitol.
WP4	Way-finding signs	New	Locations are shown on the plan with red dot. Final design and installation method to be determined. Work with City of Salem.
WP5	Open Winter St. view	Rehab	Thin and move back shrubbery blocking views along Winter Street through the park.
WP6	Gazebo improvements	Rehab	Assess and redesign the area around the base of the gazebo. Add a universally accessible ramp and foundation plantings, remove existing stairs. Consolidate, remove or screen utility boxes.
WP7	Liberty Bell	Rehab	Restore and relocate the Liberty Bell replica to be with other statues. Per plan or other.
WP8	Lawn access	Rehab	Create openings in Walk of Flags for easier lawn use, per plan but placed to work with existing flag placement.
WP9	Restore fountain	Rehab	Restore Breyman Fountain to historic appearance. Make operable, if feasible.
WP10	Add low fence	New	Add low fence, similar to fence around Waite Fountain except with straight profile, at base of Tribal Flags. Deter cutting through.
WP11	Move children's' statues	Rehab	Move the Parade of Animals sculptures and the Beaver Family, to a new grass panel at the west end of Willson Park.
WP12	Winter & Court Xing	New	City of Salem/DAS Project: Redo intersection to better accommodate pedestrian crossing, similar to Court St crossing.
WP13	Winter & State Xing	New	City of Salem/DAS Project: Redo intersection to better accommodate pedestrian crossing, similar to Court St crossing. Consider improving other crossings as well.
Capitol Park Improvements			
CP1	Add walkway	New	Add universally accessible pathway from State to Court Street, as per plan.
CP2	Garden Pride	Rehab	Rehab Garden Pride building to be used as an OPRD park office and maintenance shop and yard. Extend fencing similar to plan. May add gate to secure shop and yard. Remove small paths around building. Allow for potential new front entrance on the west wall. Improve shrub screening. Create space for public interaction. Move chiller and boiler out of park, or screen.
CP3	Enlarge Circuit Rider plaza	Rehab	Remove shrubs except at plaza corners. Extend pavement as per plan. Remove every other lamp post so that they alternate from one side of the walk to the other. Move unneeded lamps to other locations where they may be needed.
CP4	New plaza at columns	New	Design and install new plaza pavement as per plan, to contain column remnants and interpretive panels.
CP5	Liberty Bell	Rehab	Move Liberty Bell to be near other statues in this park area.
CP6	Way-finding signs	New	Locations are shown on the plan with red dot. Final design and installation method to be determined. Work with City of Salem.

State Capitol State Park

Site Improvement Plan



- KEY**
- Interpretation Panels
 - Orientation Signs
 - Other Site Features (Statues, Fountains)
 - Buildings
 - Project Code
 - Paved Plazas
 - Fine Graveled Areas / or Paving
 - Existing Trees
 - New Trees
 - Trees to be Removed
 - Color Spot Planting Beds
 - Groundcover and Shrubs
 - Grass
 - Crossing Areas



Proposed Willamette University Gateway



09: Operational Park Management Strategies

These operational park management strategies outline some specific areas of work that will be studied and completed by OPRD park management in the coming months and years. This work includes primarily administrative and coordination understandings and processes that support management decisions. Decision, detailed designs and partnership understandings that are completed will build on the park-wide management goals and site improvement strategies that have been outlined in the prior chapters of this plan.

1. Management Understandings with Other Landowners or Partners

OPRD will complete agreements regarding the use or management of the park with other stakeholders as appropriate. These may include the Department of Administrative Services, the Legislative Administration Commission (LAC), the Oregon Department of Transportation, Salem-Keizer Transit, and the City of Salem. These agreements will provide a clear understanding and direction for management of resources within the SCSP, and resources bordering the park that are either impacted by or may impact management objectives for the park.

2. Remembrances and Artwork Proposals

- Works of art and remembrances on park grounds shall be of the highest quality and reflect subjects of lasting statewide significance for the people of Oregon. Such installations will be selectively placed to protect open space, preserve views and vistas to and from the Capitol, and conserve options for placement of works by future generations.
- A policy to address individual remembrances will be developed to accommodate requests that will be both in keeping with the management objectives for the park, and be sustainable for future generations.

3. Safety and Security

A top park priority is to provide a safe environment for people that use the park to access the office buildings or as visitors pursuing a recreational experience. Safety and security measures will include:

- Working in concert with State Police Capitol Mall patrol, to provide scheduling that maximizes enforcement presence.
- Establishing signed regulations including park operation hours to educate visitors and aide enforcement personnel.

- Designing and locating park amenities that effectively serve park visitors while helping to discourage undesirable activities.
- Maximizing line-of-sight and visibility by managing vegetation to eliminate blind spots and concealed areas.
- Inspecting park furniture, walkways and trees to identify potential hazards and required maintenance on a routine schedule.
- Assessing exterior lighting to provide adequate coverage with proper spacing of walkway lighting and vegetation management.
- Creating and maintaining a park Emergency Action Plan and regular coordination with local emergency service providers.

4. Facility Use and Events

- The Capitol Mall design provides open spaces for citizens to be able to interact with and participate in State Government. Large gatherings are common and an important use of State Capitol State Park. In addition to groups participating in the political process, the park is a venue for a host of activities and special events. These events need to be managed in way that provides for the safety and well-being of participants and the protection of the park's resources.
- A policy will be developed that identifies the process by which gatherings and events will be permitted and scheduled. Guidelines and criteria will be established to ensure adequate measures for safety, proper sanitation and provide a means of communication and notification for those involved with or affected by events. Event requests will be reviewed to identify potential conflicts with business operations in

and around the park and or activities that might be deemed detrimental to park resources or visitors.

5. Vegetation Management

Grounds maintenance standards will be established to achieve an appearance that is appropriate for the site and compatible with the buildings. These will include:

- Open spaces and view sheds will be preserved and building foundation plantings will compliment and not compete with building architecture.
- In order to achieve maintenance standards with existing staff and budget, attention will be paid to plant material selections that have low maintenance requirements while providing suitable characteristics. Utilization of additional resources like volunteers can supplement park staff and allow for additional plantings.
- A tree management plan will identify preferred crown densities for different areas of the park and establish a policy for tree removal and replacement.

6. Garden Pride Building

Presently Garden Pride serves as the park's maintenance and office building and houses the boiler unit for heating the Capitol Building and the chiller unit for cooling the Supreme Court and Justice buildings. This building also provides the quarters for the DAS landscape crew. Ideally OPRD would like to see DAS provide an alternate facility to house its landscape crew. Also, relocation of the boiler unit and chiller unit would make more space available to provide office space for Park Rangers and a park headquarters office to accommodate business operations and visitor services. There is also need to accommodate volunteers to supplement maintenance staff and support an interpretive program.

The appearance and functionality of the building and parking area need to be managed to maximize the limited space and create an aesthetic that is in keeping with the surrounding area.

7. Visitor Services

In an effort to provide a “State Park“ experience at the State Capitol and encourage visitation, suitable recreation amenities will be identified and promoted. These could include:

- Installation of additional bike racks, café style tables, and seating.
- Accommodations made for low-intensity outdoor recreation activities such as table games, and flying disc use.
- Nature appreciation opportunities in the park will be identified and expanded. This could include, for example, identifying existing and potential bird species, and working with wildlife specialists to provide features and plantings that will attract a variety of birds.
- Interpretation of the cultural and historic resources of the park including historic remembrances and tree and plant identification.
- Coordination of tours, presentation and displays with LAC visitor services which operate within the Capitol building.
- Provide an expanded schedule of operation for the three water features in the park.

8. Sustainability

Maintenance and management of the park will “take a long view” and include measures to minimize resource inputs and maximize the resources used as much as possible while still satisfying park objectives. Sustainability measures will include:

- Utilize mulching mowers to minimize organic material disposal and reduce reliance on chemical fertilizers.
- Landscape with species that are attractive and suitable, but also easier to care for.
- Continue to transition away from 2 cycle power equipment and replace with electric or 4 cycle.
- Continue to manage energy demands through steps such as scheduling fountain operation for periods of high visitation, and use of energy-efficient utilities and alternative energy sources, such as solar trash compactor units.



10: Appendices

A. Stakeholder and Technical Advisory Groups

Stakeholder Group

1. Department of Administrative Services (DAS)
2. Willamette University
3. Go Downtown Salem!
4. Oregon Capitol Foundation
5. Legislative Administration
6. Salem Chamber of Commerce
7. Steve Dickey, Salem Keizer Cherriots
8. Can Do Neighborhood Association
9. City of Salem Public Works
10. City of Salem, Vision 2020 staff representative
11. Capitol Mall Patrol
12. Mission Mill
13. North Central Neighborhood Association
14. Salem Planning and Facilities

Technical Advisory Group

1. Oregon Dept. of Transportation Building
2. Labor and Industries Building
3. Public Services Building
4. State Library Building
5. DAS Parking
6. Salem Landmark Commission
7. State Historic Preservation Office
8. DAS Facilities and Planning

9. DAS Facilities Management
10. Marion County Historical Society
11. Wilbur Bluhm, Horticulturalist
12. Tribal Commission
13. Travel Salem
14. Salem cycling

B. Stakeholder and Technical Advisory Group Comments Summary

1. Who visits the park:
 - Political rallies, recreation groups like cyclists, fountain users, Frisbee/volleyball matches, local resident “yard”, sitting/relaxing, and lunch area.
 - Look at surveying users and potential users on site through student volunteers. Ask them what kind of experiences they want. Why are they coming now? Could access state workers through e-mail.
 - Look at Travel Salem data on visitation.
 - Easiest way to get more visitors is to look at who is coming now, and expand on that, or offer attractions

that existing groups would want.

- Need to find out what the Farmers Market organizers are thinking for the future when their site will be cancelled by building construction. Courtney will provide a contact.

2. Security:

- Can be a scary at Willson and Capitol Park when dark, due to gatherings of indigents and youth groups. More lighting and opening up some vegetation could help, automatic on-off mechanism. Improve the circulation through these areas to encourage more pass-through traffic.
- Manage vegetation to avoid having places for people to hide

3. Improvements to related city streets and crossings:

- City has bond funding for re-paving in 2012 and could redo crosswalks between park and university. Supports crosswalk improvements at major and other crosswalks associated with the park.
- One commenter was concerned that narrowing Court Street would back traffic up to the east, during rush hours, etc.
- City is considering making some one way streets into two way to improve vehicle access. Would create a different pedestrian crossing situation at crosswalks due to the need to then look both ways.
- City is open to closing Chemeketa for events. The traffic volume is not high enough to disallow that.
- Designate a bus drop off area at the Capitol for redesign of that area.
- Route ADA path from ADA parking to building entrances.

4. Neighborhood Association issues:

- Don't like the restroom placement on Chemeketa site line from neighborhood to the downtown. Were not consulted by DAS before restrooms were installed. Blocks the view and creates a choke point, and a sense that this is where transients would sleep. (Doors are locked at night.)

5. Park context, interconnectedness and way-finding:

- Important to consider the park in context and to recognize the many opportunities for pedestrian and bicycle connections, and street orientation improvements that are consistent with the rest of the downtown and university plans.
- Winter and Chemeketa are the main cycling and walking routes through or adjacent to the park. Riverfront via Union Street connection is important too.
- Look at the Vision 2020 Infrastructure, Design and Signage work. Travel Salem Task Force addressed way-finding including coming in from I-5. Vision 2020 area is bounded by Shipping, Capitol, Edgewater and Bush Park.
- Goal for this park could be to bridge the gap from the mall to downtown.
- OPRD supports the Vision 2020 effort.
- Currently buses have trouble dropping off on Court due to direction of one way street relative to the bus door.
- Want to raise the level of heritage tourism for Salem. Work with Mission Mill, Capitol Foundation

and Vision 2020 (Virginia Green) and SHPO heritage experts. Join in the completion of a walking tour map.

- Look at the new pedestrian promenade along the railroad as a model for better pedestrian/bike connections.
- University will be building one more building on State Street, creating even more need for open space next door.
- Willson Park corner funnels university student pedestrians to downtown shopping mall. Needs improvement to work better. Proposed improvement will be coming out in February in the university plan. The Greenworks redesign appears to solve this problem.
- Use orientation to inform visitors about attractions in state buildings such as restaurants and art installations, museums, etc..
- Consider expanding the park to include the rest of the mall.
- Don't cut corners on implementation, phase it in.

6. Interpretation and symbolism/themes for the site, wayfinding:

- This park is the site for the seat of Oregon's government. Need to convey this to visitors and that it is the main reason why people come to the place. The state is trying to find ways to educate Oregonians about government--what the structure and purpose are. Many citizens don't know.
- Connect with the museums and spaces in the public buildings at the park.
- Consolidate the interpretive signs in

the Park Mall.

- Make sure that wayfinding signs fit with setting, don't add to clutter.
- Add plant labels to trees and major shrubs.
- Correct species identification of trees.
- Themes have been extensively reworked based on Heritage Conservation views
- Place wayfinding sign at ADA parking.
- Be sure that wayfinding signs fit in well and work with downtown signs.
- Put an information kiosk about the inside of the Capitol, outside of the Capitol.
- Put a Travel Salem kiosk on the grounds.
- Use pavers to interpret the three branches of government.

7. Monuments, memorials and art works:

- New request coming through for a WWII memorial on the mall.
- Salem is creating art walks and installations that could happen in park.
- Need a way to manage proposed installations for location and design, and even to manage whether they are allowed or not.
- Note the Tribal Walk of Flags separately from the main one.
- Look at Washington State policy
- Willamette University has a policy

8. Answers to the "three questions" posed to stakeholders, (What does the State Park mean to you? What do you want to see this place become? What does it need to do for your group or interest?):

- The State Capitol is a reflection of the whole government of the state. All Oregonians should be able to

- see it as “My Capitol/Capital”
- Making it more park-like means making it more user friendly, more welcoming to all.
 - Generate more activity by providing support facilities and attractions.
 - Encourage families to use the area by supporting picnicking, play and education.
 - Plan needs to speak to its context and connectivity with it.
 - Remember the majority of patrons are state workers, and the majority of visitors are coming to the Capitol Building.
 - Concentrate on good management and maintenance to encourage responsible visitor behavior.
 - Look at improved lighting to brighten dark areas and to avoid creating shadows that could add to the perception of a security problem.
 - Now that OPRD is managing the park, more local residents appear to be using the place as a park. Keep doing what is attracting them, i.e. running the fountains seasonally, allowed Frisbee and volleyball, etc.
 - Support the goal of completing design review standards for future proposals for the park, and more signage for orientation & interpretation.
 - Recognize that the park is a major connector for getting people from east to west in that part of the city. Concentrate on improvements to enhance the flow and experience.
 - The capitol is the “people’s building” so this should be the “people’s park”.
- All three branches of government are located within or adjacent to the park (legislative, judicial and executive). Find ways to convey this to visitors about how the site represents decision-making for the citizens of Oregon, in a tangible manner on site.
 - Look to the park’s context to solve the larger parking problem. Two new parking garages are proposed for the red and yellow lots. Take parking off of Chemeketa and Court where you can.
 - Need to come up with a clear design strategy for the landscaping. Right now it is a mixed bag with little purpose. Think about how landscape design should convey the symbolism of the site, support the buildings and support the goal of being sustainable.
9. Park History
- Several corrections on dates, places names, events and references.
10. Vegetation
- Be carefully selective about removing trees. Consider pruning and limbing up first.
 - Make sure that foundation plantings are in scale with the buildings and are not planted too close. Consult local experts for selection of species for color spots and ground covers.
11. Vendors and cafes
- Need to look at policy and update it. Talk with existing café owners in the mall area.

- Be sure to arrange sites and seating, with ample garbage collection and security from vandalism. Must look good and be easy to manage.
- Consider how to provide utilities.

12. Restroom buildings

- There are good reasons to move the buildings back, and there are great challenges to doing that. The structures are not complete units that can be easily moved. They would need to be taken down and rebuilt. Utility connections and parking garage structure are very limiting. May not be feasible or cost effective to move them. Lots of work went into placing them where they are. Use other methods to route bikes safely around them.

13. Natural play

- One commenter did not feel this use was appropriate to the Capitol grounds.

14. Park Management

- Rehab Garden Pride (office, secure yard, remove boiler and cooler)
- Recondition and maintain monuments
- Consider how you will handle recycling, cigarette butt disposal,

